

# **M**aster Plan/East St. Louis

Submitted to EAST ST. LOUIS PLAN COMMISSION / EAST ST. LOUIS, ILLINOIS / September, 1960

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## A C K N O W L E D G E M E N T S

Assistance in the preparation of this report has been received from innumerable officials representing the City of East St. Louis, the several East Side districts, County, State and Federal departments, the East St. Louis Chamber of Commerce, Community Progress Inc., as well as from representatives of the railroads, newspapers, and other private organizations.

To these many individuals who have contributed their valuable time, counsel, and information, the Consultant wishes to express a sincere appreciation.



## INTRODUCTION

East St. Louis, the largest City in southern Illinois, is situated on the eastern bank of the Mississippi River, immediately opposite St. Louis, Missouri. The valley lands of the Mississippi River in the region where East St. Louis is located are known as the "American Bottoms". Most of the lands in East St. Louis are low-lying and were once the Mississippi River bed.

East St. Louis is an industrial and transportation center, which received its initial growth impetus as the location of the freight terminals of most eastern railroads. That the City continues to be a focal point for transportation is evidenced by the fact that six interstate highways converge on the City. Consequently East St. Louis is not only a hub of regional transportation but is also one of the major gateways to the west.

East St. Louis is a City with a large development potential. During the past decade citizens and City officials alike have undertaken a major effort to realize this potential. A city-wide clean-up campaign was initiated. In 1957 the citizens-sponsored Community Progress Inc. was formed. The voters approved an urban renewal bond issue, and the East St. Louis Park and School Districts developed a multi-million dollar construction program. In recognition of these efforts, the City was honored this year with an award as an All-American City.

As part of this effort to develop the full potentials of the City, the Mayor, the City Commissioners and the City Plan Commission have prepared a Master Plan. It is the function of a comprehensive Master Plan to define the long-range goals of the City and to serve as a practical guide toward attaining these goals.

The Master Plan is based on various surveys of existing conditions presented in the Preliminary Comprehensive Plan as well as in this report. The plan itself consists of the following major elements:

## Plans and Recommendations

Land Use Plan. A plan showing the amount and location of land needed for residential, commercial, industrial and public purposes.

Community Facilities Plan. A plan which analyzes the adequacy of existing schools, recreation facilities and public buildings and recommends a program for their improvement and expansion in the future.

Circulation Plan. A plan for the improvement of traffic circulation within the City related to regional as well as local needs.

Neighborhood Plan. A description of the general conditions found in each individual neighborhood, as well as a plan for improving neighborhood conditions.

Urban Renewal Plan. A plan for the redevelopment, rehabilitation and conservation of various areas of the City.

Central Business District Plan. A plan for the development of a central shopping area, served by adequate vehicular access and egress, and provided with sufficient parking.

## Capital Improvements Program

A financial program to effectuate needed public improvements to serve present and anticipated future growth.

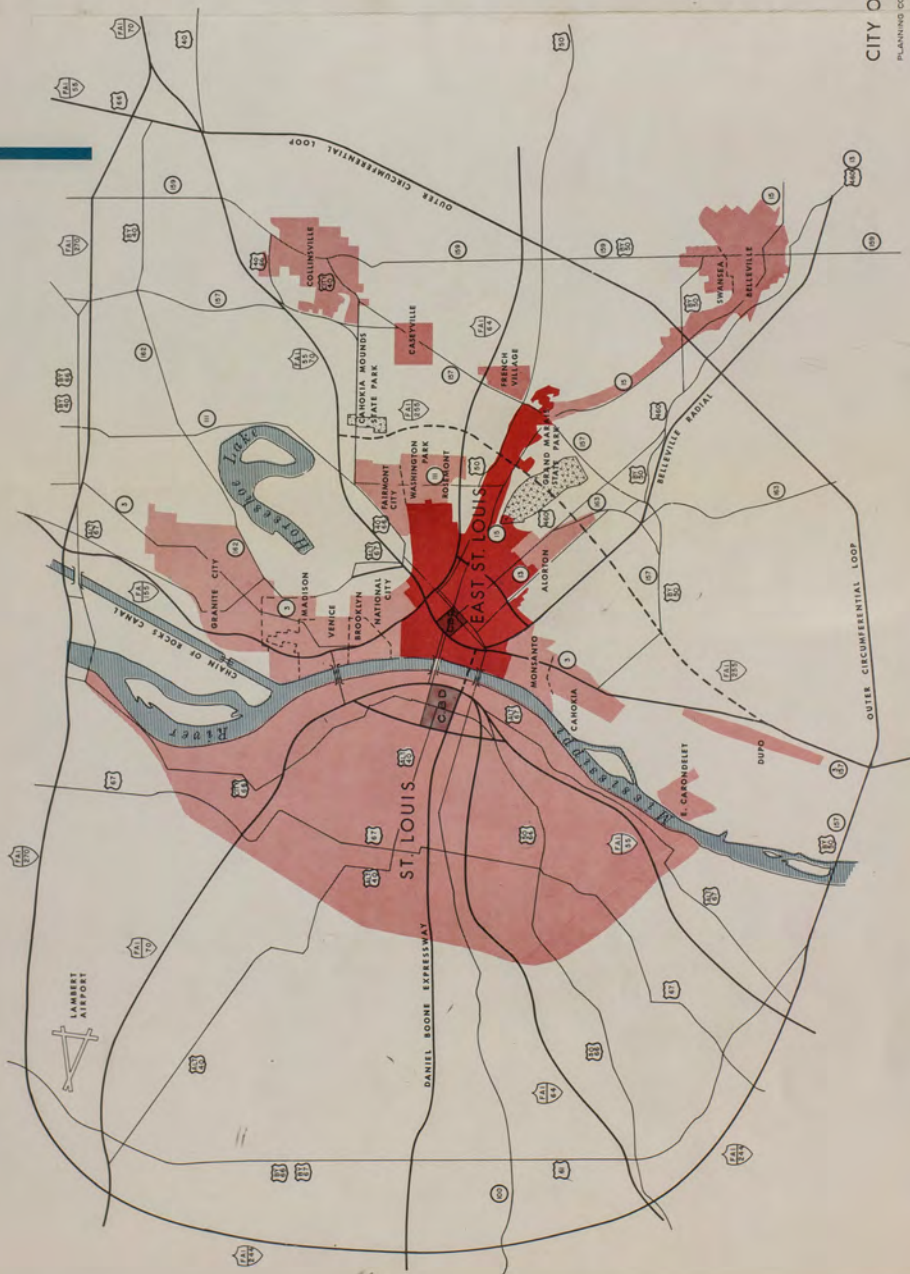
## Regulatory Codes

The development of privately-owned land in accordance with the Master Plan will be ensured through 1) revisions in the existing zoning ordinance and map to carry out the land use proposals, and 2) the adoption of subdivision regulations governing the platting of land and the laying out of new streets.

It must be emphasized, however, that the completion of the Master Plan does not mean the end of the planning process. The City Plan Commission must be continually alert to changing conditions, which may present opportunities to carry out Master Plan proposals or which may indicate that certain parts of the Master Plan should be reviewed and revised to keep it up-to-date.

# LOCATION & REGIONAL CIRCULATION PLAN

- LIMITED OR CONTROLLED ACCESS HIGHWAYS
- - - ALTERNATE PROPOSALS
- MAJOR ARTERIALS
- FEDERAL AID INTERSTATE ROUTE
- FEDERAL AID ROUTE
- FEDERAL ROUTE
- STATE ROUTE
- INCORPORATED MUNICIPALITIES



LAND USE PLAN

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## LAND USE

### INTRODUCTION

#### Goals

This section presents a long-range plan for the public and private uses of land in East St. Louis. The plan is designed to alleviate existing land use problems, and to function as a guide to the future land development of the City.

This plan is based upon analyses and forecasts of population size, economic conditions and existing land use characteristics. It specifically designates those areas in the City which can best be used for residential, commercial, industrial and public land uses, and in broad terms is concerned with the improvement of the City as a place in which to live and work.

The proposed land use plan, illustrated by the Land Use Plan map, is based on the following objectives.

- The reservation of areas sufficient to serve future public and private land use needs.
- The creation of a balanced pattern of development through the compatible arrangement of different uses of land.
- The protection and encouragement of stable and desirable residential neighborhoods, served by an adequate system of schools and parks.
- The establishment of well-defined commercial and industrial areas for the encouragement of new economic growth.
- A pattern of land uses conducive to the provision of an optimum level of municipal services at minimum cost.

## Land Use and Zoning

Until the advent of zoning there was little that a municipality could do to control the quantity and relationship of land uses. Consequently in East St. Louis as in other cities, a mixed and uneven pattern of development occurred. (Commercial and industrial establishments sprang up in scattered locations between houses, often creating environmental conditions damaging to residential, commercial, and industrial uses alike.)

Zoning, however, has provided the basic tool for guiding land development. The zoning ordinance specifies the uses permitted and the zoning map shows the various land areas where the respective uses are allowed.

The first zoning ordinances and maps were crudely drawn without the benefit of comprehensive analysis and study. Today, however, a wealth of knowledge and experience has developed to guide the proper zoning of a community. More and more the courts are holding that zoning is only valid where it is based on a comprehensive analysis of existing and proposed land uses.

## HOUSING ANALYSIS

### Type of Housing

Characteristic of a mid-western city, single-family dwelling units are the most prevalent type of housing in East St. Louis: over 86 per cent of the families of the City live in such units. Only 5.5 per cent of the resident families live in multi-family units, most of whom live in the five public housing projects. All of the two-family units which house 7.1 per cent of the City's families are located in the older sections of the City west of the 20th Street industrial belt.



Table 1

TYPE OF DWELLING UNITS  
PER CENT DISTRIBUTION, EAST ST. LOUIS, 1958

<u>Type</u>	<u>Distribution</u>
Single-Family	86.3
Two-Family	7.1
Three-Family	1.1
Four or More Family	<u>5.5</u>
Total	100.0

Source: U. S. Census of Housing, 1950;  
Candeub & Fleissig land use  
survey, 1958.

Age of Housing

That the most rapid period of growth of the City occurred before the First World War is strikingly illustrated by Table 2 below. Thus, in spite of continued residential development since that time, almost one out of every two dwelling units in the City today is 40 years old or over.

Table 2

AGE OF DWELLING UNITS  
BY DECADES, EAST ST. LOUIS, 1960

<u>Period Built</u>	<u>Age of Units (years old)</u>	<u>Number of Units</u>	
		<u>Absolute</u>	<u>Per cent</u>
1950 - 1959	0- 9	2,600	9.6
1940 - 1949	10-19	2,152	8.2
1930 - 1939	20-29	2,813	10.4
1920 - 1929	30-39	6,556	24.2
1919 or earlier	over 40 yrs.	<u>12,940</u>	<u>47.8</u>
		27,061	100.0

Source: U. S. Census of Housing, 1950; Candeub &  
Fleissig estimates based on data compiled by  
Building Inspector Office.

Note: Includes units demolished during 1950-59 period.

The majority of this pre-World War I housing is located in the central parts of the City. With the growth of population since that period, and the increase in home-to-work mobility, new residential development has occurred further and further away from this central area. During the last decade about 70 per cent of the new private housing units have been developed in the eastern portion of the City, specifically in the Oak Park and Edgemont-Hilltop planning districts (Table 23).

#### Condition of Housing

According to the 1950 Census of Housing, approximately 9,553 dwelling units or 40 per cent of the total units in East St. Louis were "deficient" units. A deficient unit is one that was classified as either dilapidated or lacking in adequate plumbing facilities. Of the total number, 5,087 units -- 21.5 per cent -- were dilapidated and an additional 4,466 units -- 18.9 per cent -- lacked a private bath.

Table 3

#### CONDITION OF DWELLING UNITS

EAST ST. LOUIS, 1950

	<u>Absolute</u>	<u>Per Cent</u>
Total Units Reporting	23,637	100.0
Standard Units	14,084	59.6
Deficient Units	9,553	40.4
Dilapidated, No Running Water	5,087	21.5
Not Dilapidated, No Private Bath	4,466	18.9

Source: U.S. Census of Housing, 1950

#### Future Housing Needs

In the Preliminary Master Plan it was estimated that approximately 105,000 persons would reside in the City in 1980, an increment of 17,000 over the current population estimate of 88,000 persons. Assuming a 1980 estimated 3.3 average household size, a total of

approximately 5,610 new dwellings -- or 280 per year -- would be required to house the estimated increment in population.

The total future housing needs of the City of East St. Louis will be determined to a great extent by factors other than merely the anticipated population increment. New and additional housing will be required:

- to house families displaced by the construction of new highways and other public works projects, and
- to house families displaced by urban renewal projects and the general upgrading of the City's more deteriorated areas.

1/ Illustrative of the first factor is the dislocation of families resulting from the construction of the new East St. Louis Expressway. Illustrative of the second factor is the dislocation of 271 families from the Central City urban renewal area. Continued dislocation will occur -- and additional relocation housing will be therefore, required -- as future public works and urban renewal projects are undertaken. 11

## RESIDENTIAL LAND USE PLAN

### Land Requirements

The residential land use plan is based upon anticipated population growth, present and future residential densities, and the probable effects of the public improvement programs. As noted above it has been estimated that the population of East St. Louis will increase to approximately 105,000 persons in 1980. It has also been estimated that several thousand residents will be relocated during the coming two decades to permit public improvements such as new housing, community facilities and highways.

An analysis of vacant land presented in the Preliminary Plan indicates that in the aggregate the Lansdowne, Oak Park and Edgmont neighborhoods -- as identified in the neighborhood analysis report -- are capable of providing for all future residential requirements at densities recommended below.

### Residential Densities

An essential element in the land use plan is the recommended residential densities, which determines the number of homes permitted on an acre of land by proposing minimum lot sizes. Density control is of particular importance to facilitate future planning for public services and to provide adequate open space, light and air.

Current single-family densities vary considerably, depending upon the period in which the homes were built. Many homes built before 1920, particularly in the South End neighborhood, ranged from 16 dwelling units per acre -- single-family homes on a lot size of 25 x 100 feet --, to as high as 24 dwelling units per acre -- two-family homes on a lot size of 34 x 100 feet per structure. At the other extreme, the newest private residential subdivisions, contain better quality single-family homes on lots of approximately 65 x 100 feet, or as low as 6 homes per acre.

Characteristic of most American cities, the higher residential densities tend to concentrate around the central area of the City. These close-in areas, the earliest to be developed at the then prevailing small lot sizes, have subsequently become the areas with the higher land values. The residential land use plan retains this prevailing pattern.

A basic aim of the land use plan is to protect and enhance the quality of the residential neighborhoods. The plan makes provisions to some extent for varied residential types of development in each neighborhood. However, since the plan also is based on the prevailing residential character, most neighborhoods are predominantly in one category or another.

The four density categories proposed in the master plan are as follows:

Single-Family: 6,000 square foot minimum lot area. The equivalent of a net density of 7.3 dwelling units per acre, this density is recommended for almost all of Edgemont and Oak Park and the eastern half of Winstanley.



Recent residential development -- such as Loisel Village or Parkside -- has taken place in the form of single-family homes on 6,000 square foot lots. The residential land use plan seeks to maintain this desirable development pattern.

Single-Family: 5,000 square foot minimum lot area. This net density of about 8.7 dwellings per acre is recommended for most of State, Alta Sita, Lansdowne, North End, and parts of Winstanley, North and South Central neighborhoods.

Two-Family: 3,500 square feet per dwelling. At a density of approximately 12.4 families per acre this proposal for two-family areas acknowledges the existence of this type of unit in North Central, South Central and South End neighborhoods, parts of which are so designated. This density is proposed in the older areas of the City where recent population growth has been negligible and where future urban renewal projects may be initiated.

Multi-Family: 2,000 - 2,500 square feet per dwelling unit. Parts of South Central and South End are recommended for this type of development at 17.4 - 21.8 families per acre. Like the two-family district this density is proposed generally in the older sections of the City. Row and garden-type apartments could be built in these areas.

Within the multi-family district, it may be appropriate to permit large-scale high-rise structures at higher densities than are indicated herein. The propriety of this type of development -- such as is planned for the public housing project -- should be reviewed by appropriate city agencies upon receipt of such proposals.

## COMMERCIAL LAND USE PLAN

### Present Patterns

Commercial development has taken on patterns common to most cities. In the heart of the City retail and general commercial activities have tended to concentrate. In East St. Louis this has occurred along Collinsville Avenue. Along the major arteries

traversing the City, commercial enterprises have been established in a strip pattern to provide easy shopping facilities for the automobile oriented shopper. Such commercial developments have occurred most prominently along State Street, St. Clair and Missouri Avenues. Retail developments of a more limited nature also have occurred in a more or less haphazard fashion in the neighborhoods throughout the City.

### Commercial Plan

Commercial uses encompass a wide range of activities including offices, bank buildings, retail stores, theaters, gas and auto service stations and structures used for wholesaling and warehousing purposes. To serve these many functions, and to permit the varied types of shopping habits three clearly defined commercial areas are proposed: a compact well-organized central business district; strip commercial along a few major arteries; and small well-located concentrations of retail stores for the several neighborhoods.

Central Business District. The area located generally between Broadway, Illinois Avenue, 2nd and 10th Streets is designated as the Central Business District. This district extends from the Collinsville Avenue grouping of commercial stores to the new Sears store.

Since central shopping areas are more prosperous when located close to non-commercial areas the Central Business District will be designed to include retail stores, business and personal services, commercial recreation, a medical center, public and semi-public uses and parking areas.

A detailed survey and plan covering land and structural uses and parking areas within this district is presented in a subsequent section.

Highway Commercial. The City has experienced an extensive development of strip commercial uses. This condition has materialized in response to 1) the heavy traffic flows on the several major arteries, and 2) the designation of a highway commercial district in the existing zoning ordinance.



Highway commercial development in general, is deleterious to surrounding areas, impedes traffic, and tends to attract marginal uses. Although this has been the case to some extent along several major arteries in East St. Louis, the development on a few of these arteries has reflected the need for such strategically located commercial units. This development has put the City in a position to take advantage of the potential retail and service trade deriving from the large volumes of through-traffic.

The limited-access highway system contemplated on the east side of the Mississippi will most likely affect this strip development since a substantial proportion of through-traffic will in the future travel along the limited-access highway system. Therefore, wherever feasible, strip commercial development has been eliminated in the land use plan. However, along most of State Street, and a portion of St. Clair Avenue, where such uses are fully developed and where continued heavy traffic volumes are anticipated, strip commercial uses are retained.

Neighborhood Shopping Centers. For the convenience needs of the residents of the several neighborhoods, nine neighborhood shopping centers are proposed. The development of these centers would be realized through enforcement of the zoning ordinance. These centers are centrally located within the neighborhood they are intended to serve, and are strategically located at street intersections designated in the circulation plan as secondary or connector streets. By locating at the intersection of two arteries carrying traffic through the neighborhood, the establishments can draw upon this potential as well as the local trade. Many of the proposed neighborhood shopping centers -- listed on the following page -- are in part already in existence.

The proximity of the Central Business District or the highway developments to many areas obviates the need for local shopping centers in many neighborhoods.

## PROPOSED NEIGHBORHOOD SHOPPING CENTERS

### EAST ST. LOUIS

<u>Neighborhood</u>	<u>Location</u>
North End	15th and Lynch Avenue
South End	12th Street, and Piggott Avenue
South End	19th Street and Bond Avenue
State	26th Street, Missouri Avenue
Alta Sita	29th Street, Bond Avenue
Lansdowne	Caseyville Ave., 30th to 37th St.
Lansdowne	40th Street and Waverly Avenue
Oak Park	51st Street and Summit Avenue
Edgemont	Route 157 and Vieuxcarre Drive

Highway Commercial Parking. In order to provide for adequate off-street parking facilities in close proximity to highway commercial enterprises, the land use plan recommends the reservation of appropriate areas adjacent and parallel to the highway commercial strips. These parking areas, properly landscaped, would provide a buffer between the stores and the residential units to the rear. In addition to providing much needed parking facilities for these commercial units, this development would facilitate deliveries and servicing from the rear, and permit the removal of curb parking thereby decreasing the obstacles to the heavy traffic flow along the highway.

### INDUSTRIAL LAND USE PLAN

The industrial land use pattern in East St. Louis was crystalized by the end of the nineteenth century by which time the City was established as a transportation center served by a number of railroads, most of which have extensive freight yards in the City. Reflecting its importance as a regional transportation center the combined land area of industrial and railroad use in East St. Louis presently occupies approximately 16.5 per cent of the total City area.

### Current Trends

Recent trends throughout the country offer evidence of the increase in land area required by the modern plant. Factors influencing this trend include:

- the shift towards functionally designed one-story plants resulting in a larger ground area of factory structure,
- the continuing mechanization of the industrial processes resulting in a larger floor area per worker, and
- the new requirements for parking areas, landscaping, buffers and recreational areas resulting in an increase of total land area required per ground area of factory structure.

Modern industry is more and more attracted to well-planned industrial parks or properly designated industrial districts, protected by modern zoning from residential areas and other types of incompatible development, and provided with adequate access and egress to railways and highways. The provision of such areas in East St. Louis will serve as a positive asset in the search for new industry.

### Proposed Industrial Areas

Two general areas, already extensively utilized by industrial activity, are proposed for continued industrial development.

Riverfront Industrial Area. Located in the western part of the City between the river and the Interbridge Connector, this area constitutes about 20 per cent of the total City area. Land ownership is held by the several railroads.

Only a part of this extensive area is used for railroad easements and terminals, and freight loading and unloading areas. These lands hold a great development potential for heavy industrial uses. River, rail and highway transportation facilities are exceptionally good, and will be improved by the proposals made herein for access and egress to the Interbridge Connector link. The probable removal of trackage from this area to new yards north and south of the City, will increase the development potential of this area.

Twentieth Street Industrial Belt. This north-south belt is bounded by St. Clair Avenue, the proposed Radial Connector link which will provide rapid highway access to this area in addition to the Southern and Terminal Railroad facilities. Thus the physical characteristics of the land, its location and the transport facilities servicing it make it an ideal site for industrial-park type development. Considerable parts of the area on both sides of 20th Street are already in commercial and light industrial use. It is recommended that these uses be encouraged to expand as illustrated on the Land Use Plan map.

In spite of the apparent sufficiency of industrial land in the City, much of it is not readily available for appropriate industrial development. Large tracts are owned by the railroad or are cut into small segments by the criss-crossing of railroad lines. Other areas lack good access to rail or highway routes. Several areas, noted below, are therefore proposed to be redeveloped, as part of an urban renewal program, for industrial use as industrial park sites. In the event that private developers can be found the redevelopment of these sites through industrial renewal programs might be undertaken at an early date.

Central City Project Area. Access to this location as well as its size, topography and transport facilities make it particularly attractive for light industrial uses.

Baugh Avenue Industrial Area is located between St. Clair Avenue, the Louisville and Nashville Railroad and two industrial strips near 26th and 31st Streets. Part of this area is to be appropriated as the right-of-way for Interstate Route 64.

Rush City Industrial Area. Bounded by State Route 3, the Illinois Central Railroad and the city limits, "Rush City" is effectively isolated from the rest of the South End neighborhood, and the City in general. In addition to the accessibility of a railroad and a highway, this site has the advantage of not being criss-crossed by rail lines.

North End Industrial Area. Located in the extreme northwest part of the North End neighborhood, this area will be isolated from the City by the new East St. Louis Expressway as well as the existing Pennsylvania Railroad right-of-way. This area is one of mixed land uses. About one-quarter of the 140 acres of this corner of

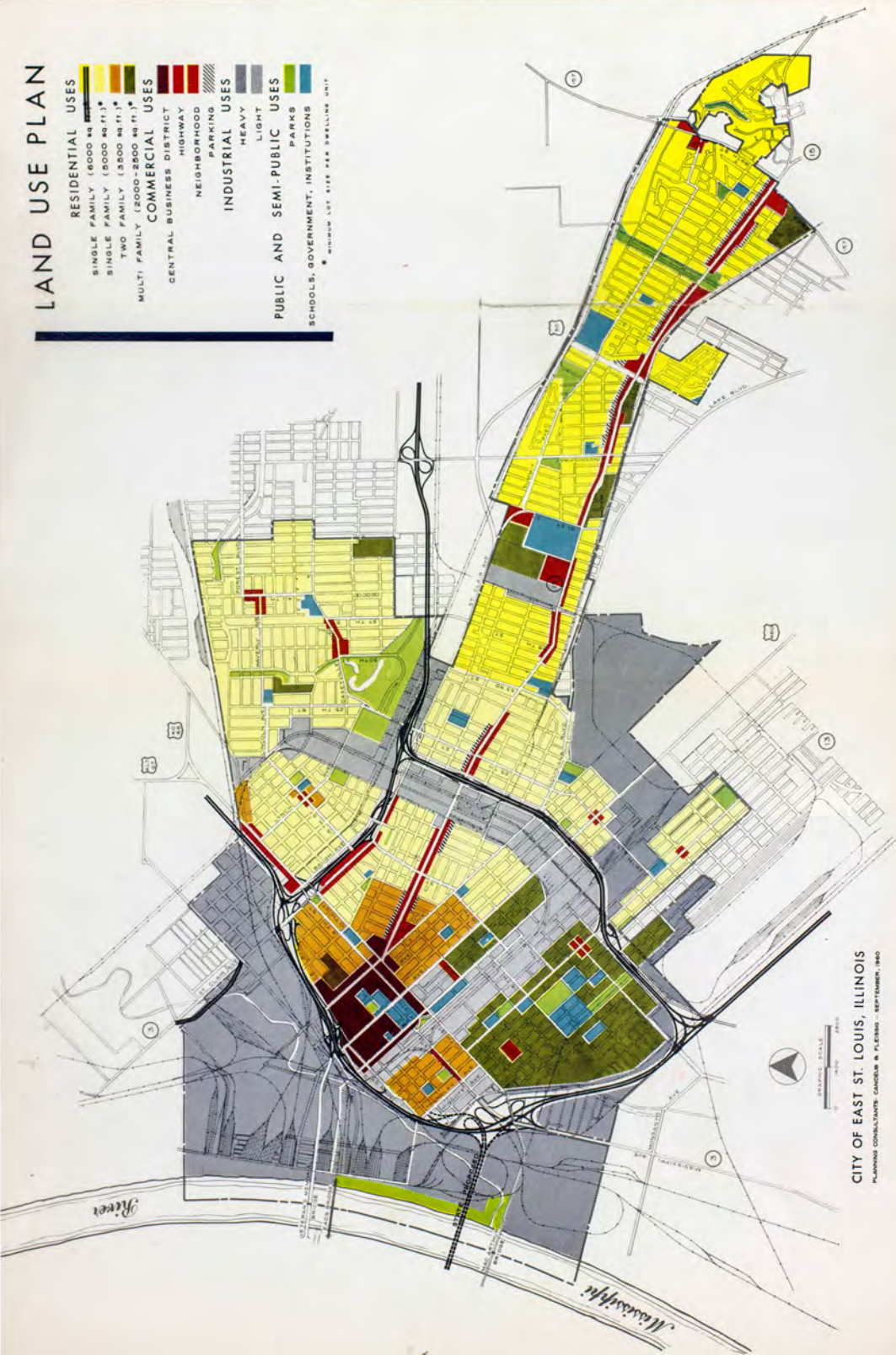


East St. Louis is vacant while the other parts are occupied by industrial, commercial, public, semi-public and residential land uses together. This is a blighted area containing most of the dilapidated homes in the North End neighborhood, and will require clearance and redevelopment. 1

East St. Louis is in an excellent position to attract new industry in the coming years. With proper foresight and a determined program, leadership exercised now will insure the City a healthy, balanced community for many decades to come.

# LAND USE PLAN

- RESIDENTIAL USES**
- SINGLE FAMILY (6000 sq ft.)\*
  - SINGLE FAMILY (5000 sq ft.)\*
  - TWO FAMILY (3500 sq ft.)\*
  - MULTI FAMILY (2000-2500 sq ft.)\*
- COMMERCIAL USES**
- CENTRAL BUSINESS DISTRICT
  - HIGHWAY
  - NEIGHBORHOOD
  - PARKING
- INDUSTRIAL USES**
- HEAVY
  - LIGHT
- PUBLIC AND SEMI-PUBLIC USES**
- SCHOOLS, GOVERNMENT, INSTITUTIONS
  - PARKS
- \* MINIMUM LOT SIZE PER DRELLING UNIT



CITY OF EAST ST. LOUIS, ILLINOIS

PLANNING CONSULTANTS: LANDSHAW & FLEISHER - SEPTEMBER, 1960



COMMUNITY FACILITIES PLAN

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## COMMUNITY FACILITIES PLAN

Community facilities include schools, recreation areas, public buildings and public utilities. The adequacy and availability of the community's services and facilities are of vital concern to all City residents since they reflect the quality, convenience and general character of the City as a place in which to live.

The plans for the various community facilities are concerned with those items for which capital expenditures may be required in the future. Consequently it forms the basis for the development of a capital improvements program which is presented in a subsequent section. If based on sound advanced planning, the capital improvements program can result in savings to the City taxpayers.

## SCHOOLS

### EXISTING CONDITIONS

#### Introduction

The school program of the City of East St. Louis is administered by School District 189, a separate taxing authority. This district includes Fairmont City, National City, Washington Park and Centerville Township in addition to the City itself. This report, prepared for the City of East St. Louis, covers only those schools which are located within the municipal boundaries.

#### Present Enrollments

Between 1945 and 1957, total public school enrollments -- grades 1 to 12 -- in schools located in East St. Louis, increased from 12,009 to 16,274 pupils. This represents over the 12-year period an average increase of 355 pupils per year, or approximately 3 per cent per annum.

School District 189 operates a 6-3-3 educational program. Illinois State law does not require compulsory attendance in kindergarten, and elementary schools generally do not have kindergarten classes. However, it is the policy of the Board of Education to accept kindergarten pupils where classrooms are available. In 1957, 429 pupils were enrolled in kindergarten classes in East St. Louis, raising the 1957 enrollment to a total of 16,703 pupils.

Table 4

TOTAL ENROLLMENTS, BY GRADE  
EAST ST. LOUIS, 1945 AND 1957

<u>Year</u>	<u>1-6</u>	<u>7-9</u>	<u>10-12</u>	<u>Total</u>
1945	7,013	3,084	1,912	12,009
1957	9,639	4,006	2,629	16,274*

\*Excludes kindergarten classes.

Source: Superintendent of Schools.

Present School Plant

The school plant within East St. Louis includes 2 senior high schools, 5 junior high schools, and 23 elementary schools. The elementary schools excluded from this report, but included in the District 189, are the Bluff View, Manners Rose Lake, St. Clair and Wilson Schools.

Public school structures are from 2 to 69 years in age. Almost half of the buildings are over 50 years old. Although many of the older buildings are still structurally sound, continued problems of maintenance and rehabilitation result in an inefficient operation of the school plant. In addition, the toilet facilities and the interior arrangement of classrooms in these buildings are often inadequate.

Present Seating Capacity

The existing capacity of the school plant, based on classroom sizes as recommended by the Superintendent of Schools, is shown

in Table 5 below. This data indicates that there is a slight general overcrowding in elementary and senior high schools.

Table 5

EXISTING SCHOOL CAPACITY  
EAST ST. LOUIS, 1957

<u>Grade</u>	<u>Seating Capacity</u>	<u>Enrollment</u>
K-6	9,664	10,068 ✓
7-9	4,290	4,006 ✓
10-12	2,575	2,629 ✓

SCHOOL NEEDS: 1960 - 1980

Anticipated Enrollments

It is estimated that total public school enrollments including kindergarten students may increase from about 16,700 in 1957 to approximately 22,600 by 1980. This would be an increase of 5,900 pupils, or about 256 pupils per year. In preparing a projection of school enrollments for the year 1980, the following assumptions have been made:

- Residential development in suburban communities in the metropolitan area will continue to increase at a faster rate than in the City itself. Thus, based on the population studies presented in the Preliminary Comprehensive Plan, an estimated 105,000 persons may reside in East St. Louis in 1980.
- The ethnic population shifts discussed in the Preliminary Plan will result in a continued high birth rate at or about 24 births per 1,000 residents. Enrollment rates during the 20-year period will increase slightly. Thus, the proportion of the population attending public schools in East St. Louis will increase from approximately 19 per cent in 1957 to 22 per cent in 1980.

- Approximately 20 per cent of the eligible school age population will attend parochial schools.
- Enrollments will increase in each grade grouping. Enrollments in grades 10-12 will increase due to the recent and anticipated number of births. Owing to the continued projected high birth rate, applied to an increasing population, enrollments in grades 1-6 and 7-9 will continue to increase. Consequently it is estimated that the distribution of students by grade groups will not significantly differ in 1980. Enrollments by grade groups in that year are estimated as follows:

Table 6

ESTIMATED ENROLLMENT, BY GRADE  
EAST ST. LOUIS, 1980

<u>Grade</u>	<u>Enrollment</u>
K	1,920
1-6	11,995
7-9	5,170
10-12	<u>3,515</u>
Total	22,600

Classroom Needs

Approximately 744 classrooms will be required to accommodate the estimated 1980 public school enrollment. Since several sub-standard buildings should be replaced, the 194 additional classrooms required represents an estimated minimum requirement.



Table 7

CLASSROOMS, BY GRADE  
EAST ST. LOUIS, 1957, 1980

Grade	Number of Classrooms		New Classrooms Required
	1957	1980	
K	*	38	38
1-6	304	375	71
7-9	143	191	48
10-12	103	140	37
Total	550	744	194

\* Classrooms presently being used to accommodate kindergarten classes are counted as 1-6 classrooms.

## SCHOOL PLAN

### Introduction

The school plan recommended in this report is designed to cover a 20-year period from 1960-1980. The recommendations are based on several aspects of the Master Plan.

Population. Anticipated changes both as to total and its distribution within the City.

Land Use Plan. The proper use of the land within the City is a key factor in determining the future utilization of existing schools, and the optimum location of new schools. The school plan is related to the circulation system and neighborhood units as well as land use.

Urban Renewal. School proposals -- such as classroom expansions or land acquisition -- are related to the urban renewal program of the Master Plan.

As far as possible, recommendations incorporated in the school plan are generally confined to the expansion, rehabilitation or modernization of the existing school plant. This is designed in view of both the built-up character of the City and the pressing financial position of the School District. Nevertheless, owing to the obsolescence of many school structures, six new schools are proposed: three elementary schools, two junior high schools and one high school. In addition, it is recommended that the facilities of 14 schools be enlarged. Consideration therefore should be given to an advanced land acquisition program.

The Board of Education should periodically review the school building program in order to adjust for any unforeseen changes in population growth or decline or changes in neighborhood patterns that might affect plans for future construction.

#### Senior High Schools

The two senior high schools, Lincoln and East St. Louis, were built in 1951 and 1958 respectively. They are modern structures of sound construction; the school sites provide ample outdoor recreation space.

The capacity of both schools, however, already has been exceeded. Furthermore, based on current elementary and junior high school enrollments, both schools will be subject to increasing pressures over the years.

Consequently, it is recommended that a new high school be built in the South End of the City. This school might be advantageously located adjacent to Lincoln Park, whose facilities could be utilized during school hours. In addition, in view of the probable urban renewal undertakings in this area of the City, this school could be built in conjunction with an urban renewal project or projects. As noted below, the existing Lincoln High School could be then converted to a junior high school.

Monroe Manual which now serves the junior high school grades should be retained, rehabilitated and enlarged into a District-wide vocational high school. The eventual demolition of Monroe School and annex will permit the expansion of Monroe Manual.

Table 8

SUMMARY OF JUNIOR AND SENIOR HIGH SCHOOL RECOMMENDATIONS  
EAST ST. LOUIS, 1960 - 1980

<u>School</u>	<u>Location</u>	<u>Date Built</u>	<u>Recommen- dation</u>	Classrooms			
				<u>1960</u>	<u>Proposals 1960-80</u>	<u>1980</u>	
					<u>Abandon</u>	<u>Additions</u>	
<u>Junior High</u>							
Rock	9th St & Summit Ave	1895	Reconstruct	35	-	5	40
Hughes-Quinn	11th St & E. Broadway	1915	Maintain	43	-	-	43
Monroe Manual	16th St & Illinois Ave	1916	Convert to H. S.	4	4	-	-
Lansdowne	39th St & Caseyville Ave	1930	Enlarge	33	-	5	38
Clark	33rd St & State St	1930	Enlarge	28	-	-	28
Lincoln	12th St & Bond Ave	1951	Former H. S.	-	-	28	28
Jr. High "A"	68th St & Marybelle Ave	--	Construct	-	-	29	29
Jr. High "B"	18th St & Market Ave	--	Construct	-	-	25	25
				<u>143</u>	<u>4</u>	<u>92</u>	<u>231</u>
<u>Senior High</u>							
East St. Louis	49th St & State St	1958	Maintain	75	-	-	75
Lincoln	12th St & Bond Ave	1951	Convert to Jr. H.S.	28	28	-	-
South End	16th St & Baker Ave	--	Construct	-	-	75	75
Monroe Manual							
Vocational	16th St & Illinois Ave	1916	Former Jr. H. S.	-	-	15	15
				<u>103</u>	<u>28</u>	<u>90</u>	<u>165</u>

### Junior High Schools

The five junior high schools include Rock, Hughes-Quinn, Monroe Manual, Lansdowne and Clark. These schools are generally in good condition.

Rock Junior High School is considered substandard for educational purposes. In addition to the 24 classrooms in this building, 11 classrooms are used in the adjacent Southern Illinois University extension building. The building coverage of the site is high and outdoor play area is severely limited. This building should be reconstructed and enlarged. This may have to be done in stages due to the limited site area. When Southern Illinois University extension is relocated, the building should be utilized or demolished by the School District as it sees fit.

Three new junior high schools are proposed, one of which would be realized by converting the present Lincoln High School. Of the two new school plants, one would be located in the Edgemont area to serve the rapidly growing eastern section of the City. The second, to be located in the Lincoln Park area around Market Avenue and 18th Street, would provide a more easily accessible school for pupils living in the Alta Sita neighborhood and parts of the South End neighborhood.

The development of three new junior high schools would provide classrooms over and above the minimum for grades 7-9 as estimated in Table 7. At the same time, Clark and Hughes-Quinn Junior High Schools would be relieved of excessive enrollments. Only Lansdowne will require additional classrooms to accommodate future enrollments.

### Elementary Schools

Virtually all of the elementary schools in East St. Louis are seriously hampered by small sites, high building coverage and lack of proper outdoor play facilities.

Most of the elementary schools have special rooms and facilities, such as a recreation room, speech room, vocational training room or an all-purpose room. These rooms, however, are generally

small, poorly located, and have inadequate ventilation and natural lighting. Artificial lighting is considered inadequate in virtually all of the elementary schools owing to the use of outmoded globe-type incandescent fixtures.

Nine elementary schools are recommended to be abandoned due to structural obsolescence or shifts in residential service areas. Eleven elementary schools are recommended to be expanded to provide additional classroom space for anticipated enrollment increases and to provide adequate school-associated outdoor play areas. In addition, three new schools are proposed to replace the abandoned structures as well as to serve the needs of the anticipated additional enrollments.

A detailed discussion of the neighborhood school plan is presented in the neighborhood analysis section below.



Table 9

SUMMARY OF ELEMENTARY SCHOOL RECOMMENDATIONS  
BY NEIGHBORHOOD, EAST ST. LOUIS, 1960 - 1980

NEIGHBORHOOD	Location	Date Built	Recommendation	Classrooms			
				1960	Proposals 1960-80	1980	
				Abandon	Additions		
NORTH END							
Carver	2nd St & Exchange Ave	1914	Abandon	8	8	-	-
Cannady	15th St & Lake Ave	1917	Enlarge	14	-	10	24
Garfield	2nd St & Bowman Ave	1929	Abandon	8	8	-	-
NORTH CENTRAL							
Longfellow	14th St & Pennsylvania Ave	1900	Maintain	16	-	-	16
SOUTH CENTRAL							
Johnson	15th St & Kansas Ave	1898	Enlarge	8	-	16	24
Webster	10th St & St. Louis Ave	1889	Abandon	12	12	-	-
Monroe & Annex	16th St & Illinois Ave	1896	Abandon	16	16	-	-
New	Columbia Pl & St. Louis Ave	--	Construct	-	-	24	24
SOUTH END							
Washington	11th St & Piggott Ave	1900	Abandon	21	21	-	-
Franklin	7th St & Market Ave	1889	Abandon	16	16	-	-
Easterly	Liberty St	1957	Abandon	6	6	-	-
Dunbar	18th St & Piggott Ave	1917	Maintain	27	-	-	27

Table 9 (cont'd)

Lucas	16th St & Russell Ave	1956	Enlarge	12	-	9	21
Robinson	15th St & Market Ave	1957	Enlarge	12	-	12	24
New Franklin	6th St & Market Ave	--	Construct	-	-	24	24
LANSDOWNE							
Hawthorne	37th St & Caseyville Ave	1922	Enlarge	21	-	6	27
Jefferson	25th St & Waverly Ave	1906	Enlarge	16	-	5	21
STATE							
Attucks	26th St & Kansas Ave	1929	Abandon	12	12	-	-
New (see Winstanley)	--	--	--	-	-	-	-
ALTA SITA							
Alta Sita	26th St & McCasland Ave	1897	Enlarge	11	-	13	24
WINSTANLEY							
Slade	27th St & Summit Ave	1909	Enlarge	10	-	14	24
Park	27th St & Henrietta Ave	1900	Abandon	11	11	-	-
New	26th St & Illinois Ave	--	Construct	-	-	24	24
OAK PARK							
Morrison	60th St & Belmont Ave	1921	Enlarge	17	-	7	24
EDGEMONT							
Harding	73rd St near Eureka Ave	1927	Maintain	15	-	-	15
Edgemont	86th St & Washington St	1906	Enlarge	10	-	14	24
Parkside	Canal St	1956	Enlarge	5	-	7	12
Total				304	110	185	379

## RECREATION

In the early years of the City's development, there was ample vacant land for recreational purposes within the municipal boundaries, particularly along the banks of the Mississippi River. As the City grew, vacant land became home sites for the expanding population, while the river banks were appropriated by transportation uses. Thus most of the land formerly used for recreation was developed for other purposes. East St. Louis, consequently, now finds itself in the position of having inadequate recreation areas, not only for the present residents but also for the additional residents anticipated in the years ahead.

### EXISTING FACILITIES

#### Types of Existing Facilities

Existing recreation facilities include regional parks located beyond the city limits but which serve local residents, as well as the facilities located within the municipal boundaries.

#### Regional Facilities

Two state-owned regional parks, due to their proximity to the City, serve the residents of East St. Louis. Grand Marais Park, an area of about 1,130 acres, is the largest park on the East Side, containing a wide range of facilities including fishing, boating, softball, picnic areas and golf courses. Cahokia Mounds is another state park serving residents of East St. Louis. Located about four miles east of the City, this 144-acre park contains more than 80 pre-Columbian Indian Mounds, picnic groves and other regional recreational facilities.

There are four golf courses located within easy driving distance of the City, including the 18-hole public golf course located at Grand Marais Park. Other golf courses are located in Belleville and Collinsville.

## Municipal Facilities

Administration. Recreational facilities within the boundaries of East St. Louis are under the jurisdiction of four administrative units. Eight parks are owned, operated and maintained by the East St. Louis Park District. This district is coterminous with the School District. The School District 189 maintains playgrounds or playfields adjacent to school structures. The Housing Authority maintains playgrounds at each of the five public housing projects. Only the 1.5-acre City Park is owned by the City itself. Table 10 below summarizes the amount of recreational land within the jurisdiction of each of the four administrative units as well as by type of facility.

Table 10

### PUBLIC RECREATION LAND, BY AUTHORITY AND TYPE EAST ST. LOUIS, 1959

<u>Authority</u>	<u>Area in Acres</u>			
	<u>Playground</u>	<u>Playfield</u>	<u>Park</u>	<u>Total</u>
City of East St. Louis	--	--	1.5	1.5
East St. Louis Park District	27.0	--	144.5	171.5
East St. Louis School District	33.3	25.5	--	58.8
Housing Authority	4.2	4.2	--	8.4
Total	64.5	29.7	146.0	240.2

Facilities. Jones and Lincoln Parks provide a wide and full range of recreational facilities for all City residents. These facilities include baseball fields, tennis courts, playgrounds, picnic areas and new public swimming pools. As indicated in the following table these two parks are community-wide recreational areas, although they also serve their immediate neighborhood.

The other facilities identified as parks in Table 11 are, in fact, generally small neighborhood facilities pleasantly developed with trees, benches and playgrounds. They are, therefore, suitable for active recreation areas for young children within comfortable walking distance of their home as well as for passive recreation for adults.

Table 11

DEVELOPED PARKS OF THE  
EAST ST. LOUIS PARK DISTRICT, 1959

<u>Type</u>	<u>Park</u>	<u>Acres</u>
<u>City-Wide</u>	Jones	130.3
	Lincoln	14.2
Total		144.5
<u>Neighborhood Served</u>		
North End	Cannady	2.5
North End	Carver	2.0
North Central	Olivette	1.0
South End	Franklin	2.0
Alta Sita	Virginia	8.0
State	Gaty	2.0
Oak Park	Lake Drive	3.5
Edgemont	77th Street	6.0
Total		27.0
Grand Total		171.5

Lincoln and East St. Louis High Schools -- School District facilities -- have large playfields with space for active field sports. Parsons Field, also operated by the School District, has bleachers and is used for inter-scholastic competitions.



Table 12

DEVELOPED PLAYFIELDS OF THE  
EAST ST. LOUIS SCHOOL DISTRICT, 1959

Neighborhood		
Location	Playfield-School	Acres
South End	Lincoln High	5.9
Lansdowne	Parsons Athletic Field	6.0
Winstanley	Clark Junior High	3.6
Oak Park	East St. Louis High	10.0*
	Total Area	25.5

\*Area is not yet developed.

Virtually all of the playgrounds, located adjacent to elementary schools, and maintained by the East St. Louis School District, require further development. They are generally inadequate in size, poorly paved and lack proper playground equipment.

Although softball diamonds are located at four of the Housing Authority projects, only Villa Griffin and Roosevelt Homes have adequate areas for such ballfields.

#### Adequacy of Existing Facilities

The adequacy of existing recreation facilities is determined by the amount of recreation area in relation to population, the accessibility of the facilities to residential areas and the programs provided by such facilities.

Area Standards. The National Recreation Association recommends approximately 6.25 acres of recreation land per 1,000 persons as the minimum area adequate to serve the residents of a community. Based on a current population estimate of 88,000 persons, the existing public recreation space in the City totals approximately 2.7 acres per 1,000 persons. Based on the above standard, the current deficiency is therefore 3.55 acres per 1,000 persons, or about 308 acres.

Due to the built-up character of the City, the possibility of attaining this standard is most unlikely. Furthermore, although outside the municipal limits, Grand Marais Park adds, in fact, to the total acreage of public recreation available to City residents. Nevertheless, the standard as cited does point out the present shortage of recreation facilities, and suggests the need to institute a program to expand existing facilities and develop new facilities.

Accessibility. In addition to the total area needs, there is an imbalance - or poor distribution - of these areas with relation to resident population. Most of the neighborhood parks and playfields are located in the western and older neighborhoods of the City. It is in this very area where, due to land use shifts to non-residential uses, the population will remain stable or even decline. Conversely with the exception of school-associated playgrounds and playfields, the rapidly expanding eastern section of the City is seriously in need of public recreation areas within the city limits.

The high proportion of park area in Jones Park -- over half of the total acreage -- further illustrates the prevailing imbalance of recreational facilities.

Programs. The Board of Education of School District 189 is responsible for the supervised 8-week summer recreation program. Several semi-public organizations conduct limited recreation programs. These organizations include the "Y", Salvation Army, the Girl Scouts, most of the churches and several community houses. Although facilities are restricted, the contributions made by these groups are most important due to the limited number of public recreation areas within the City.

## RECREATION PLAN

The basic goal of the recreation plan is the provision of a full range of recreation facilities to serve all sections of the City. Emphasis is placed on the enlargement of existing playground facilities and the creation of new facilities so that all neighborhoods will be served more efficiently.

### City-Wide Facilities

City-wide facilities serving young adults and older persons as well as children, include pools, picnic areas, playfields, and other special facilities. Ideally they should be readily accessible to all residents of the City.

Riverfront. Due to the character of land development adjacent to the Mississippi River, neither the river nor the river banks are currently employed for recreational purposes. Although many obstacles prevail, the potential of this area as a city-wide and even region-wide recreation facility should be investigated. Several suggestions for possible riverfront utilization, each of which will require only a minimum of local financing, are recommended.

- City officials are urged to open simultaneous negotiations with the National Parks Service of the U. S. Department of the Interior, and the Terminal Railroad Association, with a view to developing the east side riverfront as part of the Jefferson National Expansion Memorial. Only from this site, between the two bridges, will the west side development be visible in all its panoramic beauty. Provided with a striking view across the river, the east side riverfront will be an ideal passive recreation area for residents from the entire metropolitan region.
- The riverfront may be the proper location for a Canada - New Orleans Expressway contemplated for some time in the distant future. Land adjacent to the expressway can be beautified with parks and passive recreation areas.
- Either in conjunction with the above suggestions or as an independent undertaking, the development of a marina on the waterfront at Cahokia Creek should be considered. Such a facility may be under the operation of the Park District and, with appropriate fees, self-supporting.

Parks. Jones and Lincoln Parks will continue to serve as the major city-wide recreational areas. Owing to the continuing and increasing demand for ballfields, and the dearth of such facilities in the rapidly growing eastern portion of the City, it is recommended that the Levee District lease to the Park District, the entire area running north-south between Pershing Street and 78th Street (see

Land Use Plan Map). This strip, of approximately 35 acres which is unavailable for residential purposes, could then be developed for recreation uses, including several ballfields. This park, which would increase the city-wide recreational area from 144 acres to about 180 acres, would serve a broad geographic area extending beyond the limits of the eastern portion of the City.

### Neighborhood Facilities

The goal of the recreation plan can be most dramatically accomplished by the creation of a limited number of new neighborhood parks, well located to serve as large a population as possible within each neighborhood.

Neighborhood parks serve local neighborhood children up to the age of 15. They should be within easy walking distance, usually no further than one-half mile from the area which they serve. Wherever possible, neighborhood facilities, and in particular playgrounds, should be located adjacent to school buildings so that maximum use can be made of them during and after school hours.

Fourteen additional neighborhood parks or school-associated playgrounds, totaling approximately 70 acres, are recommended for development. Such development would increase the playground and playfield facilities from 95 acres to approximately 164 acres. Additional recreation areas can be obtained by providing tot lots, playgrounds, and open areas in conjunction with future urban renewal projects. The location of these facilities can best be determined when the more detailed plans for a renewal project are prepared. Although the total recreational areas will still be below recommended standards, the neighborhood parks will be so located as to provide a more adequate system of recreational facilities for the residents of East St. Louis.

A detailed discussion of the neighborhood recreation plan is presented in the neighborhood analysis section below. The following table summarizes this plan.



Table 13

PARKS AND SCHOOL-ASSOCIATED PLAYGROUNDS  
NEIGHBORHOOD RECREATION PLAN, EAST ST. LOUIS, ILLINOIS

<u>NEIGHBORHOOD</u> <u>Name of Park</u>		<u>Approximate</u> <u>Boundaries</u>	<u>Approximate</u> <u>Acres</u>	<u>Comments</u>
NORTH END			<u>2.5</u>	
Carver	Existing	Bowman Ave, 1st St	(2.0)	Abandon: due to anticipated change in surrounding land use.
Cannady (Park)	Existing	15th St & Lake Ave	2.5	Expand: purchase strip between park and 17th Street. Close off Lake Blvd. between school and park.
NORTH CENTRAL			<u>3.9</u>	
City (Park)	Existing	Junction at 9th & 10th Sts	1.5	Maintain: should be more properly landscaped.
Olivette (Park)	Existing	Intersection of Summit & Pennsylvania Aves	1.0	Maintain: "The Sunken Garden" floral designs, benches.
Summit (Park)	Proposed	16th & 17th Sts behind Summit Ave	1.4	Develop: adjacent to new location of Salvation Army.
SOUTH CENTRAL			<u>0.9</u>	
St. Louis (School)	Proposed	14th St between Gaty & St. Louis Aves	0.9	Develop: in conjunction with proposed school.

Table 13 (cont'd)

SOUTH END			<u>15.4</u>	
Franklin (Park)	Existing	Bond, Market, 5th & 6th Sts	(2.0)	Exchange: with Franklin School site.
New Franklin (Park)	Proposed	Bond, Market, 7th & 8th Sts	2.2	Exchange: with Franklin Park site.
Lucas (School)	Proposed	17th St between Gay & Russell Sts	1.7	Develop: in conjunction with Lucas School expansion.
Baker (Park)	Proposed	Baker, Boismenu, 15th St, Cahokia Rd	11.5	Develop: as complex of tot lots, playgrounds and passive recreation areas.
ALTA SITA			<u>10.6</u>	
Virginia (Park)	Existing	Bond & Converse Aves and 35th & 36th Sts	8.0	Maintain: playground, tennis court, picnic area.
Market (Park)	Proposed	Market, Trendley Aves, 21st & 22nd Sts	2.6	Develop: for residents of Alta Sita and "Denverside".
STATE			<u>6.8</u>	
Gaty (Park)	Existing	24th St, St. Louis & Gaty Aves	2.0	Maintain: softball diamond; playgrounds. Property owned by School District.
Louisiana (School)	Proposed	Illinois Ave, 27th to 29th Sts	4.8	Develop: to serve residents of State and Winstanley. Built in conjunction with new school under urban renewal program.

Table 13 (cont'd)

LANSDOWNE			<u>11.7</u>	
North (Park)	Proposed	Linden to Morris Aves, 29th to 30th Sts	7.2	Develop: as greenbelt with neighborhood facilities. Ownership not clear. Presently vacant.
Washington (Park)	Existing	Washington Park Blvd, 41st St to city limits	4.5	Develop: should be developed with neighborhood facilities. Property is owned by Park District; presently undeveloped.
WINSTANLEY			<u>1.8</u>	
Olive (School)	Proposed	Olive St, Illinois Ave, 27th to 29th Sts	( - )	See State Neighborhood.
Slade (School)	Proposed	North of Ohio Ave, 26th to 29th Sts	1.8	Build in conjunction with school expansion; land acquisition required.
OAK PARK			<u>24.6</u>	
Lake Drive (Park)	Existing	Lake Dr, 50th to 51st Sts	3.5	Maintain: outside city limits, adjacent to neighborhood; softball diamond and picnic area.
Wedgewood (Park)	Proposed	Minnesota & Summit Aves, St. Louis & O'Fallon R R	18.4	Develop: presently all vacant; land acquisition required. Possible development in conjunction with urban renewal program.
New Oak (Park)	Proposed	Summit Ave, Kings-highway, 57th St	2.7	Develop: presently all vacant; land acquisition required.

Table 13 (cont'd)

EDGEMONT-HILLTOP			10.3	
77th Street (Park)	Existing	South of State St; 77th, 78th Sts	6.0	Maintain: leased by Park District, baseball diamond and play- grounds.
Boul Street (Park)	Proposed	N.W. Corner, Boul & 86th Sts	2.3	Develop: almost all vacant. To be associated with expanded Edge- mont School.
Hilltop (Park)	Proposed	--	2.0	Develop: precise boundaries to be determined subsequently.
Total			88.5	

## PUBLIC BUILDINGS

### CITY HALL

In December 1959 the municipal offices moved into a completely renovated building on Collinsville Avenue near Broadway. The new City Hall is an attractive and adequate building for these offices. Over the twenty-year period for which the Master Plan is prepared, it may be feasible to relocate City Hall, as well as other public facilities, to create a civic center in the Central Business District. This possibility is discussed in detail in a subsequent section of this report.

### POLICE DEPARTMENT

#### Existing Facilities

The Police Department is located on Main Street in a two-story masonry, fireproofed building. Although the interior arrangement of rooms is not completely adequate, the building is considered large enough for the department's present needs, and no expansion is anticipated.

Present off-street parking is seriously limited. The imminent razing of the old City Hall building immediately to the north will, however, provide ample space for either parking or expansion if subsequently required.<sup>1</sup>

#### Recommendations

It is recommended that the Police Department be provided with an off-street parking area on part of the land that is to be vacated by the old City Hall. As noted in the plan for the Central Business District, over the twenty-year planning period it may be feasible to relocate the police station into the proposed civic center at the heart of the Central Business District.



Continued residential and commercial development in the rapidly growing eastern section of the City indicates the need for a precinct station to serve this general area. A police precinct station is therefore recommended on State Street in the vicinity of Fire Station #8 at 67th Street.

## FIRE DEPARTMENT

### Existing Facilities

Until the recent public works construction programs were initiated, the City of East St. Louis maintained seven fire stations.

The alignment of the new East St. Louis Expressway necessitated the abandonment of Station #2. Personnel and equipment from this station have been relocated to Station #1, the main fire station, which is adjacent to the Police Department on Main Street.

Station #3, formerly located at 15th Street and Missouri Avenue, is being relocated to 18th Street and Broadway in accordance with the plan for the Central City Urban Renewal Project.

### Recommendations

Generally the location of the remaining five stations is satisfactory with respect to their service areas. However, due to changing land use patterns and shifts in population distribution, the construction of four new fire stations is proposed to provide full fire protection for the City.

- - Illinois Avenue and 7th Street in the civic center proposed for the Central Business District.
- - Piggott Avenue and 19th Street in the area recommended by the National Board of Fire Underwriters.
- - State Street and 43rd Street in the area recommended by the National Board of Fire Underwriters.
- - St. Clair Avenue and 13th Street to serve the area formerly covered by Station #2 which has been abandoned.

It is recommended that Fire Station #5 be abandoned due to structural obsolescence. Station #1 is recommended to be abandoned if and when the proposed civic center station is constructed. In addition, fire training facilities including a drill tower and a building of fireproof construction, in which test fires can be made, should be built preferably in an open, non-residential district.

## CENTRAL GARAGE

All rolling equipment owned by the City, with the exception of the fire and police vehicles, are stored in the Central Garage located on 20th Street between State Street and Ridge Avenue. This garage is well located in an industrial area near the center of the City. Facilities are adequate to store and service present equipment and space is available for expansion on the site when needed.

## PUBLIC LIBRARY

### Existing Facilities

The Public Library is located on Illinois Avenue and 9th Street at the fringe of the Central Business District. )

There are two floors and a basement in the library. The juvenile department is located in the basement; the adult circulation, the adult reference and reading room, the catalogue room and several administrative offices are on the first floor; and an art and exhibition room and stock room are located on the second floor. The library is currently operating at capacity and there is no room for expansion on the site.

About 78,500 volumes are housed in the library, considerably below the standard of  $1\frac{1}{2}$  volumes per capita established by the National Library Association for a community the size of East St. Louis. Based on this standard, East St. Louis, with an estimated population of 88,000 persons, currently has a deficiency of 52,000 volumes.

### Recommendations

The present location of the library will be in great demand by the expanding retail enterprises. It is therefore proposed that the library be relocated to the proposed civic center. This move will provide a central location easily and equally accessible to office workers, governmental groups and shoppers.

The rapidly developing eastern section of the City is not served by any library facilities at present. It is recommended, therefore, that a branch library be established in the Oak Park neighborhood, perhaps in conjunction with the proposed Wedgewood Park development.

### HOSPITALS

Two private hospitals are located in East St. Louis -- the Christian Welfare Hospital and St. Mary's Hospital. Both are large, well staffed hospitals with a wide range of facilities. The Christian Welfare Hospital has one of the three premature infant care centers in the State, and the only tumor and cytology clinic in the county. Both hospitals have adequate off-street parking.

The two hospitals now provide a total of 512 beds. Additional beds will be available at the Christian Welfare Hospital in the near future, and at St. Mary's Hospital an annex will be constructed as part of the Central City Urban Renewal Project. Future facilities therefore will be adequate to serve residents of immediate outlying areas as well as City residents themselves.

### POST OFFICE

There are four post offices in the City of East St. Louis: a main post office, two substations and a parcel post station and garage. The post offices and the garage are well distributed and adequately serve the entire community.

The main post office and the Edgemont Station are located in buildings originally constructed in 1909 and 1910 respectively; the

structures are, nevertheless, in sound condition. The Lansdowne Station and the parcel post station and garage were both constructed within the last five years and are therefore in good condition.

Since the Edgemont and Lansdowne Stations are too small for the functions which they must perform, additional land should be acquired to permit an expansion in their facilities.

## PUBLIC UTILITIES

The privately-owned utility companies generally provide adequate service to the residents of East St. Louis. Water, gas, electric and telephone service are available to all sections of the City. Plans are now being initiated by the various utility companies to accommodate anticipated increases in demand.

### SEWER SYSTEM

#### Existing Facilities

The sewer system serving the City of East St. Louis (see Preliminary Comprehensive Plan Map) consists of three major groups of sewers. The combined sewers, located in the western half of the City, serve as sanitary sewers for the domestic and industrial wastes of the City and also as a storm drainage system for surface run-off after rainfall. Separate sanitary sewers in the eastern half of the City carry only the sanitary wastes of the area they serve. The removal of storm water from the eastern portion of the City is effected by a system of storm drains. Each group of sewers is described separately in the following section.

Combined Sewer System. The combined sewer system serves the Central Business District, North End, North and South Central, South End, Lansdowne, Winstanley and State neighborhoods. This old system does not adequately drain the area it serves. A 1948 study by the engineering firm of Horner and Shifrin found the combined system inadequate and presented recommendations for a relief system which would adequately serve the present and future development of the City. These recommendations were only partially instituted, and there still remain a number of sizeable areas within the overall boundaries of the drainage area that are completely undrained.

Sanitary Sewer System. The sanitary sewer system serves the Oak Park and Edgemont-Hilltop neighborhoods. The main collector sewer terminates at a junction with the combined sewer system at



38th Street. At this point the separate sanitary wastes enter the combined system and are ultimately discharged into the Mississippi River. Sewer service is available to all residents, and the existing trunk sanitary sewers have adequate capacity to serve adjacent areas outside the present city limits.

Storm Drainage System. A separate storm drainage system serves the Oak Park and Edgemont areas. That this system is now inadequate, is evidenced by recurrent flooding in low-lying areas. The existing facilities do not have sufficient capacity to properly drain the neighborhoods they serve. Two new pumping stations, now being constructed by the East Side Levee and Sanitary District, are located along Harding Ditch on the north and south sides of the City. An interceptor sewer system, which will connect to these pumping stations, has recently been completed. These sewers will alleviate the flood problems in the Parkside and Wedgewood subdivisions and adjacent areas.

Sewage Disposal. The present practice of discharging raw sewage and untreated industrial wastes into the Mississippi River does not constitute an adequate means of sewage disposal. Treatment facilities will have to be provided in the near future in order to comply with the provisions of the Federal Water Pollution Control Act.

### Recommendations

It is recommended that the following actions be taken by the City of East St. Louis to increase the effectiveness of the sewer system.

- Complete the relief sewer system as outlined in the 1948 report by Horner and Shifrin.
- Institute a program of preventive maintenance including the cleaning, repair and replacement of existing drain lines, catch basins and manholes. This is especially needed in view of the current high sewer maintenance expenses. When maintenance is deferred, more extensive repairs are required with a corresponding increase in costs.
- Cooperate with the East Side Levee and Sanitary District with the aim of placing adequate sewage treatment facilities in operation as soon as possible. ✓

## REFUSE DISPOSAL

### Existing Facilities

East St. Louis provides municipal collection of garbage to all areas within the City. No provision is made for the municipal collection of rubbish, although rubbish dumping sites are provided for the use of residents and private rubbish collectors.

The refuse collection and disposal practices of the City should be reviewed to determine its adequacy for the present and future needs of the community. The existing disposal procedures do not ensure adequate disposal facilities in the future. Furthermore, the present practice of burning rubbish in home incinerators or ash pits is an unsatisfactory means of rubbish disposal. The smoke generated throughout the City by this type of operation, combined with fumes and gases from the industries in the metropolitan area seriously impair the purity of the atmosphere.

### Recommendations

The City of East St. Louis should undertake a thorough study of the problem of refuse disposal. Consideration should be given to the possible use of either sanitary landfill or incineration and a study of the comparative advantages and disadvantages of each. On the basis of this study the most feasible method should be selected and put into operation at the earliest opportunity.

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## CIRCULATION

### EXISTING STREET SYSTEM

#### Introduction

The East St. Louis street pattern was significantly influenced by the geography of the City and the consequent location of the Mississippi River crossings. Roads led first to the ferry landings, and later to the bridges. As a result a funnel-like major street pattern evolved, in which the major roads tend to converge in the direction of the river crossings, which constitute the neck of the funnel. However, the basic pattern of the present street system, which occupies 24 per cent of the City's land area, follows a grid-iron scheme.

#### Principal Characteristics

Existing right-of-way and pavement widths, provide a means of determining the present and future carrying capacity of the major roads. When related to traffic volumes the adequacy of the street system can be determined. These three characteristics, briefly described herein, are itemized in detail for each major and secondary street in Tables 19 and 20 presented below.

Traffic Volumes. Traffic volumes on major roads, as illustrated in the Preliminary Comprehensive Plan, were taken by the Illinois State Highway Department in 1955. The present street system accommodates the movement of over 200,000 cars and 26,000 trucks a day.

As a result of the street pattern noted above, the heaviest aggregate traffic volumes move in an east-west direction utilizing the major arteries as St. Clair Avenue, State Street and Missouri Avenue.



At the same time however, equally heavy volumes are carried on 8th, 9th and 10th Streets, three north-south streets. These streets serve traffic originating from or destined for the several bridges or the communities north or south of the City.

The heavy east-west and north-south traffic flows meet, criss-cross and separate in and around the Central Business District making this district the focal point of traffic congestion in the City.

Right-of-Way and Pavement Widths. The right-of-way width is a measure of the potential carrying capacity of a street and a limiting factor on pavement widening. The right-of-way is measured from property line to property line and includes sidewalks and planting strips in addition to pavement. The pavement width refers to that portion of the right-of-way which has been improved for vehicular traffic.

### Bridges

As noted above, a significant proportion of vehicles in East St. Louis travel along several routes which cut across the City in various directions to reach the cross-Mississippi facilities. These three centrally located bridges, the Veterans' Memorial, the Eads, and the MacArthur Bridges, handled on the average, approximately 64,000 vehicles a day in 1956. However, these volumes, as shown in Table 14 do not reflect the most salient fact of the East St. Louis traffic system: that the bridge approaches -- previously described as the neck of a funnel -- are acute traffic bottlenecks during the rush hour.

Furthermore in spite of the construction of the Veterans' Memorial Bridge, the bridge capacities are being rapidly approached by the rising volumes of cross-river traffic. By 1956 all bridges carried greater traffic volumes than in 1948. If cross-river traffic volumes continue to increase as they did between 1948 and 1956 -- and in view of the imminent completion of several limited-access highways leading directly to the bridges this is a reasonable assumption -- the existing bridges will reach their estimated capacities within a few years. A new Mississippi River bridge will be mandatory at such time.



Table 14

BRIDGE CAPACITIES AND TRAFFIC VOLUMES  
EAST ST. LOUIS, ILLINOIS

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	Estimated	Recorded Daily Volumes		
	Daily Capacity	1948	1951	1956*
McKinley	16,000	8,400	9,500	12,000
Veterans' Memorial	27,000	--	16,000	24,000
Eads	24,000	17,900	15,400	18,700
MacArthur	<u>20,000</u>	<u>19,000</u>	<u>18,700</u>	<u>21,300</u>
Total				
Before erection of Veterans'	60,000	45,300	-	-
After erection of Veterans'	87,000	-	59,600	76,000

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\*State of Illinois Traffic volume count, 1956.

Source: H. W. Lochner & Co.: A Highway Plan for the Illinois  
Portion of the St. Louis Metropolitan Area, October 1951.

#### Traffic Accidents

During 1957 there were 1,405 vehicular accidents in East St. Louis, of which 786 involved bodily injury and of which 13 were fatal. The table below indicates that East St. Louis in 1956 and 1957, had proportionately the greatest fatality rate among the top seven Illinois cities.

Table 15

TRAFFIC ACCIDENTS, IN MAJOR ILLINOIS CITIES

<u>City</u>	<u>Population</u>	<u>Persons Killed</u>	
	<u>1950</u>	<u>1956</u>	<u>1957</u>
Chicago	3,620,062	360	329
Peoria	111,856	5	9
Rockford	92,927	5	13
East St. Louis	82,295	18	13
Springfield	81,628	4	3
Evanston	73,641	4	4
Decatur	66,269	8	8

Reference to the distribution of accidents (illustrated in the Preliminary Comprehensive Plan) indicates an increased accident occurrence at the approaches to the various bridges. At these locations drivers intending to "beat" traffic congestion, become impatient and take greater than customary risks.

Highway Administration

The public highways and roads are under several governmental administrative units. Federal routes include routes 460 (Missouri Avenue), 50 (St. Clair Avenue), 40, 66 and alternate 67. State routes include routes 3 (8th Street), 111 (Kingshighway), 157 (89th Street), 13 (Bond Avenue) and 15 (State Street). County routes include 52 (25th Street), 34 (Bunkum Road), and 12 (Forest Boulevard). Other roads are administered by the City.

## PROPOSED CIRCULATION PLAN

Introduction

The present circulation system is not geared to handle the rapidly growing volumes of through and local traffic. Thus, the Circulation

Plan is designed to provide a major road system capable of serving the City for the foreseeable future. The capacity of the system is designed to handle both local and through-traffic with roads varying from 2-lane local streets to limited-access, multiple-lane divided highways, the latter designed to carry the heavier through-traffic loads.

A basic concept underlying the proposed circulation plan is the maximum utilization of the existing and proposed Federal and State highway programs. The proposed plan is already in the first stage of effectuation insofar as the State Highway Department has initiated construction of Interstate Routes 64 and 70.

The objectives of the plan are:

- to remove heavy through-traffic to a limited-access highway system.
- to concentrate the main traffic movements on several major streets.
- to remove unnecessary traffic from residential neighborhoods.
- to designate the rights-of-way which will be required by future arteries.
- to provide direct and rapid access to, egress from, and circulation within the Central Business District.

#### Street Classification

Every street in East St. Louis serves the essential function of providing access to individual properties. Some of these also act as major collectors for local traffic moving to and from work, shopping areas, school, etc., and as major through-traffic carriers for vehicles which have neither origin nor destination in East St. Louis. Still another function performed by some streets, particularly those adjacent to shopping and commercial areas, is that of providing extensively used curb parking space.

Streets which are designated to carry the heavier traffic volumes will generally require a wider right-of-way and pavement width, and fewer obstacles to free traffic flow. As described below, four street classifications are proposed: arterial thoroughfares, primary, secondary and local streets.

## Standards

The standards listed below are recommended as a general guide to be used when improvements are made in the City's street network. It must be recognized that they are not necessarily rigid. In some cases, it would be almost impossible to realize the recommended pavement and right-of-way widths because of the built-up nature of the adjoining properties. In other situations the recommended pavement standards might be inadequate because of the special nature of an intersection or adjoining land use.

Table 16

### RECOMMENDED STANDARDS FOR VARIOUS TYPES OF ROADS

	No. of Free Traffic Lanes	No. of Park- ing or Shoulder Lanes	Minimum R. O. W.	Width (ft.) Pavement
Arterial Thoroughfares	4, 6 or 8*	2	120 or more	74**
Primary Sts.	2 or 4*	2	80	40-64
Secondary Sts.	2	2	60	40
Local Sts.	2	1	50	26-30

\*Depends on traffic volumes.

\*\*Includes a 6-foot median strip.

## Street Plan

The four street classifications, their essential function, and the specific streets proposed for each classification are described herein.

### A. Arterial Thoroughfares (Limited-Access Highways)

Arterial thoroughfares are designed to carry the heaviest flow of traffic. These arteries usually take the form of elevated, at-grade



or depressed limited-access highways. The design of a comprehensive arterial thoroughfare system in and around East St. Louis should meet the following criteria:

- To connect the rapidly growing municipalities to the north, east and south with the City.
- To connect all the Mississippi Bridges directly to maximize the utilization of all these facilities.
- To provide easy and direct access at several points to the Central Business District of East St. Louis.
- To provide easy and direct access at several points to the Riverfront Industrial Area.
- To remove auto and truck through-traffic from city streets.

With these criteria in mind, the following arterial thoroughfare system is proposed.

Interstate Route 64. This route, currently under construction, will generally follow the alignment of Federal Route 50, paralleling St. Clair Avenue in East St. Louis. Designed to carry vehicles to and from Washington Park, French Village and beyond, it will thereby remove through-traffic from Route 50, St. Clair Avenue, and other city streets. In conjunction with the construction of this artery it is proposed that St. Clair and Baugh Avenues be converted into one-way streets. Interstate Route 64 will connect with Interstate Route 70 as illustrated on the accompanying map.

Belleville Radial. Another radial, similar to the Interstate Route 64 is proposed to the south of the City. The route is required to accommodate the traffic generated from the rapidly growing Belleville area. It will also serve to provide direct access to the area adjacent to the radial which has a large potential for industrial growth. A limited-access radial is therefore proposed, starting at the junction of Federal Route 460 and Illinois Route 13 southeast of Belleville, and proceeding west close to the Illinois Railroad tracks to the Interbridge Connector.

Interstate Route 64 and the proposed Belleville Radial, will relieve the major east-west arteries such as St. Clair Avenue, State Street, Missouri and Bond Avenues, of the heavy through-traffic movements.

Interstate Route 70 and 55. This route, popularly known as the East St. Louis Expressway and currently under construction, is designed to carry traffic to and from Fairmont City, Collinsville and beyond. Just east of Maryville, Interstate Route 70 and 55 will separate. Interstate 70 will generally follow the alignment of Federal Route 40. Interstate Route 55 will be State Route 66 connecting East St. Louis with Chicago.

The existing design for the Veterans' Bridge approaches of the East St. Louis Expressway should be revised to provide additional on and off ramps to the Central Business District as well as to incorporate all features necessary to join the arterial to all river crossings. This proposal is illustrated in detail in the Central Business District Plan.

Interbridge Connector. The Interbridge Connector, as its name implies, will link all the bridges and their approaches on the East St. Louis side. This will permit the maximum distribution of traffic among the various bridges, and parallel the system being developed on the St. Louis side. It will also have built-in provisions for the connection with any future cross-Mississippi facility.

The Interbridge Connector is also the key to the realization of an efficient circulation pattern within the Central Business District. The connector will provide rapid and direct access to and egress from the Central Business District. The connector and its extensions will enable drivers to proceed on the two east-west arterials until they enter the District at a point nearest their destination. By providing an alternate route for State Route 3 (8th Street), the connector will also channel the north-south through-traffic away from the East St. Louis Business District, and yet more directly connect the areas to the north and south of the City with each other as well as with the Central Business District.

The connector will also be used to provide direct access to the Riverfront Industrial Area, via either Trendley or Missouri Avenues. In this manner, the connector will eliminate unnecessary truck traffic from the downtown streets while better serving the warehouse and freight facilities in the Riverfront Industrial Area.

Almost ten years ago it was realized that "one of the basic needs for the East St. Louis area is added flexibility in the selection of a Mississippi River crossing. Today this is largely accomplished over the 9th and 10th one-way street couple"\*. That this is still true is evident from this proposal. Thus this arterial should be regarded as a crucial link in the comprehensive system. It permits the establishment of the most flexible traffic patterns. In addition, congestion on any one or two of the bridges, due to heavy traffic volumes, an accident, structural repairs, or some unusual emergency, can be kept to a minimum.

Twentieth Street Radial Connector Link. This long-range proposal will serve two purposes. It will link the two east-west limited-access highways thus providing an alternate route to the Interbridge Connector. It is also designed to provide direct access to the extensive industrial belt running on both sides of 20th Street. This route will therefore remove heavy truck traffic from the city streets. This link should be developed as part of the State or Interstate Highway System.

Outer Circumferential Loop. It is proposed that an outer circumferential loop road be constructed on the bluff west of Belleville. This route would connect Interstate Route 55, at its intersection with Interstate 70, with the Jefferson Barracks Bridge. As illustrated on the Regional Circulation Plan, this route would function as a major link of a circumferential loop around the entire metropolitan area. To complete the loop on the north, Interstate Route 270 has been proposed to generally follow the same alignment as the present Federal Route 40 Bypass between Interstate Route 55 and the Chain of Rocks Bridge.

The State proposed Interstate Route 255 is located west of the existing State Route 157, and is planned to connect Interstate Routes 55 and 70 from the northeast part of Fairmont City to State Route 3 in Dupu. In its general alignment it runs north-south through East St. Louis parallel to Michigan Avenue and the Levee District Canal. It proceeds south bisecting the Grand Marais State Park.

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\*Source: "A Highway Plan for the Illinois Portion of the St. Louis Metropolitan Area", H.W. Lochner & Co., Chicago, Illinois, 1951.

Interstate Route 255 as proposed would have the character and function of a major local road. The consultants believe that present and anticipated north-south traffic volumes do not warrant an additional road. Route 157, which presently serves as the local circumferential road could fulfill the traffic requirements when improvements -- including realignment and pavement widening -- are made. Furthermore the presence of a 200 foot right-of-way running through the heart of the largest State Park on the East Side leaves much to be desired.

The limited-access highway system described above is complemented by a similar system on the western side of the Mississippi River.

#### B. Major, Collector and Local Streets

##### Function

- Major (Primary) Streets are designed to serve as major traffic connectors between East St. Louis and both the communities to the east and the bridges to the west.
- Collector (Secondary) Streets are designed to collect traffic from local streets within each neighborhood and distribute it to major streets and arterial thoroughfares.
- Local Streets are designed primarily to provide access to individual properties. These include all of the streets not designated above as arterial thoroughfares, primary or secondary streets.

The streets and their respective classifications are identified on the accompanying Circulation Plan map as well as on Tables 19 and 20.

##### Plan Proposals

The proposals for these streets are designed to utilize and to increase as far as possible their practical carrying capacity.



This is necessary first to expedite the movement of the present and anticipated traffic flows. It is evident from Tables 19 and 20 that most major and many collector streets are fast approaching or have already surpassed their current capacities. This is particularly true during the morning and evening peak hours. Although the proposed arterial system would relieve the major streets of the heavy and unnecessary through-traffic movements, a continued use in traffic volumes can be anticipated as a result of the increased use of the automobile and the rise in population projected for the metropolitan area.

An increase in capacity is also required to induce traffic from other streets to shift to these major and secondary arteries. By so doing, a proper separation of different traffic flows is encouraged. Similarly by lessening traffic flows on local streets the development of more cohesive neighborhoods without the presence of parallel, repetitious and disruptive traffic flows can be encouraged.

The capacity of any street can be increased in several ways. These devices, described below are accompanied by specific proposals.

1. Increasing the Pavement Width. The most frequently used measure for providing an increase in capacity is to increase the pavement width within the existing right-of-way. Pavement widening is recommended for several streets in the City. (Table 17)
2. Increasing the Right-of-Way Width. Acquiring additional land to facilitate right-of-way and pavement widening is generally costly in a built-up area such as East St. Louis. Over the years however, it will be possible to achieve some increases in rights-of-way where necessary. This can be accomplished in conjunction with urban renewal projects where abutting properties are demolished, or through the establishment of increased zoning setback lines along designated streets. (Table 18)



Table 17

PROPOSED PAVEMENT WIDENING PROGRAM  
EAST ST. LOUIS

<u>Streets</u>	<u>Limits</u>	<u>Pavement Width in feet</u>	
		<u>Pres- ent</u>	<u>Pro- posed</u>
<u>Major Streets</u>			
Missouri Ave	Collinsville to City Line	47-56	64
Illinois Ave	Collinsville to 22nd St	56-60	64
Bond Ave	10th St to City Line	36	40
Ninth St	Broadway to St. Clair	24	40
Tenth St	Broadway to St. Clair	36	40
51st St	Summit Ave to Lake Blvd.	27	40
Kingshighway	Entire Length in City	22	40
89th St (Rt 157)	Entire Length in City	24	40
<u>Secondary Streets</u>			
16th St	Broadway to Illinois	36	40
16th St	Illinois to St. Clair	36	40
19th St	Bond Ave to Lawrence	20-36	40
33rd St	State St to Summit Ave	30	40
25th St	Illinois to St. Clair Ave	30	40
25th St	Lynch Ave to Lincoln Ave	30	40
37th St	St. Clair to Bunkum Road	27	40
37th St	Bunkum to Caseyville	27	36
Bunkum Road	37th St to City Line	20	30

Table 18

PROPOSED RIGHT-OF-WAY WIDENING PROGRAM  
EAST ST. LOUIS

Street	Limits	Right-of-Way Widths	
		Present	Proposed
51st Street	Summit Ave to Lake Blvd.	50	60
19th Street	Bond Ave to Lawrence	50-60	60
37th Street	St. Clair to Bunkum	50	60

3. Resurfacing. Poorly paved streets cause a certain amount of traffic friction where high traffic volumes must be handled. It is proposed that a resurfacing program be developed after a careful study of present street conditions.
4. Parking Restrictions. Parking seriously curtails the area used by moving vehicles. The rigid restriction and frequent prohibition of parking on the major streets should be established and enforced.
5. Elimination of Four-Way Stop Signs. In the report cited above, it was stated that four-way stop intersections "give an inequitable division of the right-of-way, resulting in unnecessary inhibitions to the major movement to the benefit of the lighter cross movements. The spacing of four-way stop intersection frequently invites high speed of operation in the clear sections of roadways between them, making for hazardous operation along these streets".\*
6. Installation of a Progressive Light System. In place of the four-way stop intersections, the installation of a system of coordinated, progressive traffic lights along these routes would expedite the movement of traffic. The lights should be installed at the intersection of major streets with other major

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\*Lochner, *ibid*, page 32.

streets or major streets with collector streets. "Such a system of lights causes traffic to operate at more reasonable and uniform speeds, increases the safety of operation and provides a more proportionate division of the light signal between the major through and minor cross movements."\*

7. One-Way Streets. Under certain conditions paired one-way streets provide a desirable solution to increasing vehicular capacity. Paired one-way streets separate opposing streams of traffic, permit higher average speeds, make turns easier and afford more opportunity for passing. The one-way street systems are most frequently developed within or adjacent to the central shopping area. Several one-way paired streets are proposed.

- Ninth and Tenth Streets-From Broadway to St. Clair Avenue
- Eighth and Tenth Streets-From Trendley Avenue to Broadway
- St. Clair and Baugh Avenues-From 9th to 19th Streets
- Fifteenth and Seventeenth Streets-From Bond Avenue to Walnut Avenue

8. Elimination of Left Turns. Cross traffic movements resulting from left turns at intersections can impede traffic flows in both directions. In congested areas, left turn movements can reduce a four-lane artery to the capacity of a two-lane street. In the City of St. Louis, the prohibition of left turns has been utilized to the maximum in order to facilitate traffic movements.

9. Elimination of Poor Alignments. Jogs and sharp turns on major arteries force traffic to move slowly and to proceed with caution. This condition occurs at several locations in East St. Louis. Seven realignments have therefore been proposed.

- 16th Street north of Illinois Avenue
- 25th Street north or south of State Street

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\*Lochner, *ibid*, page 32.

- 33rd Street direct extension to St. Clair Avenue
- 51st Street east of Summit Avenue
- 71st Street south of L. & N. Railroad (new collector street into Edgemont)
- 78th Street south of L. & N. Railroad (new collector street into Edgemont)
- 89th Street (Route 157) south of State Street.

Table 19

RIGHT-OF-WAY; PAVEMENT WIDTHS; MINIMUM AND MAXIMUM DAILY VOLUMES, AND EXISTING CAPACITY, MAJOR (PRIMARY) ARTERIES - EAST ST. LOUIS, ILLINOIS

Artery	Limits	Existing Widths* (in feet)		Daily Average Volumes**		Estimated Existing Capacity***
		R. O. W.	Pave- ment	Mini- mum	Maxi- mum	
<u>East - West</u>						
State Street	10th to 38th St	66	50	17,000	22,000	13,520
State Street	38th to 81st St	66	56	14,000	17,500	15,690
State Street	81st to 89th St (Rt 157)	96	56	13,000	13,800	15,690
St. Clair Ave	Collinsville to 16th St	104.6	56	18,200	23,500	15,690
St. Clair Ave	16th to 33rd St	60	36	16,000	17,000	8,560
Missouri Ave	Collinsville to 10th St	80	47	11,000	12,500	12,460
Missouri Ave	10th to 20th St	80	49	13,000	15,000	13,170
Missouri Ave	20th St to City Line	80	56	13,000	15,000	15,690
Illinois Ave	Collinsville to 10th St	80	56	9,200	17,500	16,400
Illinois Ave	10th to 22nd St	80	60	6,000	8,500	17,500
Louisiana Blvd	22nd (Illinois Ave) to 29th St	60	40	9,700	11,000	11,120
Louisiana Blvd	29th St to Lake Drive	80	56	11,500	11,600	17,500
Bond Ave	10th St to City Line	60	36	8,100	13,100	8,560
Caseyville Ave	25th to 40th St	50	37	8,000	9,200	13,650
Caseyville Ave	40th to City Line	60	37	7,100	7,700	13,560



Artery	Limits	Existing Widths*		Daily Average Volumes**		Estimated Existing Capacity***
		R. O. W.	Pave-ment	Mini-mum	Maxi-mum	
North - South						
Eighth St (Rt 3)	S. City Line to B'way	66	44	11,600	12,500	11,400
Eighth St (Rt 3)	B'way to St. Clair	60	36	6,300	8,600	8,400
Ninth St	B'way to St. Clair	60	24	8,500	13,000	9,200
Ninth St	St. Clair to City Line	74.6	41	17,000	24,000	10,400
Tenth St	Piggott to B'way	60	42	17,000	22,000	19,600
Tenth St	B'way to St. Clair	60	36	9,500	11,000	15,840
51st St.	Summit Ave to Lake Blvd	50	27	N. A.	N. A.	-
Kingshighway	Entire length in City	60	22	5,600	7,000	5,000
89th St (Rt 157)	Entire length in City	60	24	7,400	7,500	6,000

\*East St. Louis, Department of Streets and Public Improvements.

\*\*Bureau of Research and Planning, Division of Highways, State of Illinois, 1955.

\*\*\*"Practical Working Capacities for Two-Way Urban Streets" has been developed by the Washington State City Arterial Design Standards Committee as adapted from a Study by the Ohio Highway Study Committee. The capacities so derived have been reduced across the board by 20 per cent to take into account the presence along these streets of bus routes, bus stops, four-way stops and traffic lights.

Table 20

RIGHT-OF-WAY; PAVEMENT WIDTHS; MINIMUM AND MAXIMUM DAILY VOLUMES,  
AND EXISTING CAPACITY, COLLECTOR (SECONDARY) STREETS  
EAST ST. LOUIS, ILLINOIS

NEIGHBORHOOD Name of Street	Limits	R. O. W. (in feet)	Pave- ment	Daily Average Volumes		Estimated Existing Capacity
				Mini- mum	Maxi- mum	
NORTH END						
Lynch Ave	9th to 18th St	74' 7"	36	1,700	3,200	13,200
Lynch Ave	18th St to Railroad	50	36	3,800	3,900	13,200
15th St	St. Clair to Lake Ave	74' 7"	40	7,900	8,500	11,100
15th St	Lake Ave to Lincoln Ave	60	40	7,900	8,900	11,100
NORTH CENTRAL						
16th St	Illinois to St. Clair Ave	60	36	4,600	6,600	9,400
SOUTH CENTRAL						
16th St	Broadway to Illinois	60	36	2,600	4,400	9,400
SOUTH END						
19th St	Bond Ave to Baker	60	36	6,900	7,000	13,200
19th St	Baker to Boismenue	50	20	6,900	6,900	5,800
19th St	Boismenue to Gay	60	20	6,500	6,500	5,800
19th St	Gay to Lawrence	50	20	4,300	4,500	5,800

Table 20 (cont'd)

## WINSTANLEY

33rd St.	Louisiana Blvd to State St	80	56	3,600	4,300	19,800
33rd St	State St to Ridge Ave	60	30	300	6,000	10,400
25th St	Illinois to St. Clair Ave	60	30	4,500	7,000	6,800

## STATE

26th St	Missouri to Illinois	60	40	7,300	9,500	11,100
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## ALTA SITA

26th St	Bond Ave to Missouri Ave	60	40	9,600	11,000	11,100
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## LANSDOWNE

Lincoln Ave	15th to 25th St	90	56	8,500	8,900	19,800
Waverly Ave	25th to 36th St	50	36	7,000	8,000	13,200
Waverly Ave	36th to 40th St	60	36	6,800	7,000	13,200
Forest Blvd	40th St to City Line	75	55	5,400	6,000	20,400
25th St	Lynch to Lincoln Ave	60	30	2,200	2,350	10,400
37th St	St. Clair to Bunkum	50	27	7,300	8,000	9,000
37th St	Bunkum to Caseyville	50	27	3,600	3,700	9,000
40th St	Caseyville to Forest	70	40	3,500	3,600	15,000
Bunkum Road	37th to City Line	50	20	5,000	6,200	-

NOTE: See Footnotes to Table 19.



## CIRCULATION PLAN

EXISTING	PROPOSED
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LIMITED ACCESS HIGHWAY

MAJOR STREET

COLLECTOR STREET

LOCAL STREET

STREET

## IMPROVEMENTS

RIGHT-OF-WAY AND PAVEMENT WIDENING

PAVEMENT WIDENING

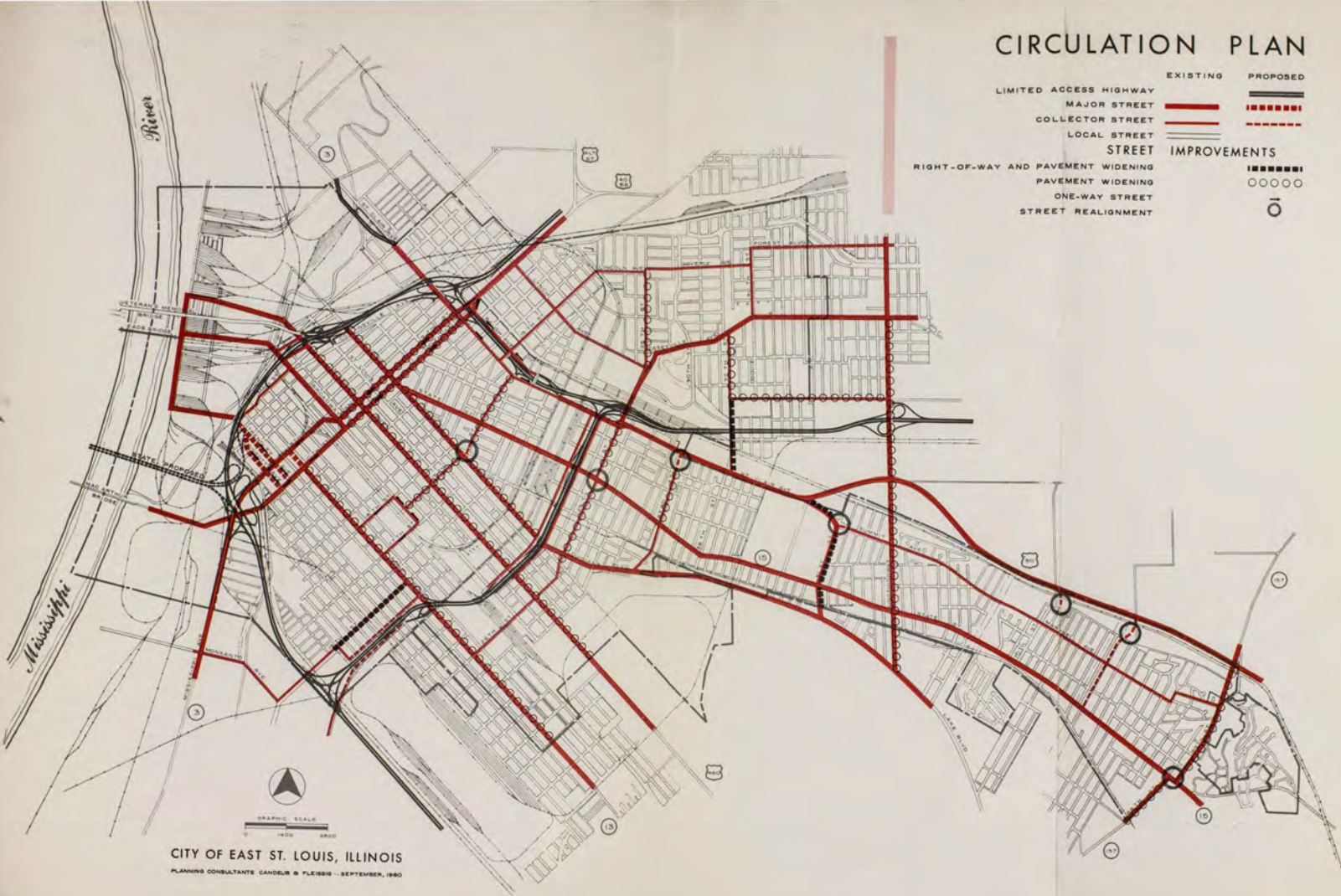
ONE-WAY STREET

STREET REALIGNMENT

( )

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10



CITY OF EAST ST. LOUIS, ILLINOIS

PLANNING CONSULTANTS CANDEUR &amp; FLEISSIG -- SEPTEMBER, 1960





## NEIGHBORHOOD ANALYSES AND PLANS

Any program which seeks to raise the community standards must necessarily begin with its neighborhood environment. In this way, the programs have sufficient scope to attack the basic causes of deterioration.

For planning purposes ten residential neighborhoods, or planning districts, have been delineated in the City, as well as the Central Business District. The boundaries of the neighborhoods were determined by the following:

- physical characteristics such as major streets, railroads and railroad yards, and industrial areas;
- housing character and type, and
- the location of schools, parks, local shopping areas and other facilities.

In some sections of the City it was difficult to apply these criteria with any exactness, and the delineation is to some extent arbitrary. Nevertheless the designation is extremely important for planning purposes, since they serve as the basis for future neighborhood renewal and improvement programs.

The analyses below describe the general conditions found in each individual neighborhood, as well as the general recommendations and plan for improving neighborhood conditions.

Since many neighborhoods have characteristics which are common one to another, the analysis of several neighborhoods may be similar, except for specific streets or facilities. Nevertheless, the neighborhood analyses were maintained as separate reports, in the hope that they may prove of value as working documents for city officials and citizens, and city-wide or neighborhood civic organizations.

Table 21

POPULATION ESTIMATES - BY NEIGHBORHOOD  
EAST ST. LOUIS, ILLINOIS - 1950, 1960

	April 1950(1)	January 1960(2)	<u>Ten-Year</u> <u>Absolute</u>	<u>Change</u> <u>Per Cent</u>
North End	9,100	8,600	-500	-5.5
North Central	13,000	12,600	-400	-3.1
CBD	2,100	1,700	-400	-19.0
South Central	9,300	9,200	-100	-1.1
South End	18,000	19,500	1,500	8.3
Alta Sita	2,000	2,000	-	-
State	2,800	2,900	100	3.6
Lansdowne	9,100	10,500	1,400	15.4
Winstanley	10,000	10,200	200	2.0
Oak Park	2,700	3,700	1,000	37.0
Edgemont-Hilltop	4,200	7,200	3,000	71.4
Total	82,300	88,100	5,800	7.0

(1) U. S. Bureau of the Census

(2) Estimate by Candeub & Fleissig

Table 22

HOUSING CHARACTERISTICS, BY NEIGHBORHOOD  
EAST ST. LOUIS, ILLINOIS - 1950

	<u>Per Cent Occupied</u>		<u>Per Cent Deficient Units</u>		
	<u>By Owner</u>	<u>By Non-White</u>	<u>Total</u>	<u>Dilapi- dated</u>	<u>No Pri- vate Bath</u>
North End	46.0	22.9	45.3	20.6	24.7
North Central	35.5	3.6	27.0	10.4	16.6
CBD	10.4	26.0	74.3	50.8	23.5
South Central	33.2	43.4	49.8	23.5	26.3
South End	48.5	93.0	77.3	48.2	29.1
Alta Sita	60.1	-	24.1	3.7	20.4
State	54.0	85.2	62.5	31.4	31.1
Lansdowne	76.0	-	8.9	3.4	5.5
Winstanley	70.0	-	13.4	7.1	6.3
Oak Park	76.0	-	21.3	9.9	11.4
Edgemont-Hilltop	84.2	-	19.3	10.5	8.8
Total	52.4	32.0	40.4	21.5	18.9

Source: U. S. Census of Housing, 1950

Table 23

OCCUPIED DWELLING UNITS, 1950 & 1960,  
AND NEW CONSTRUCTION, 1950-1959, BY NEIGHBORHOODS  
EAST ST. LOUIS, ILLINOIS

	Occupied		Dwelling		Units		New Construction	
	April, 1950 <sup>(1)</sup>		January, 1960 <sup>(2)</sup>				1950-1959	
	Absolute	Per Cent of City	Absolute	Per Cent of City	Ten-Year Absolute	Change Per Cent	Total	Per Cent
North End	2,647	11.2	2,570	9.8	-77	-2.9	34	1.3
North Central	3,769	15.8	3,730	14.3	-39	-1.0	3	0.1
CBD	608	2.5	510	2.0	-98	-16.1	-	-
South Central	2,703	11.3	2,730	10.4	27	1.0	47	1.8
South End	5,235	21.9	5,780	22.1	545	10.4	564 <sup>(3)</sup>	21.8
Alta Sita	571	2.4	600	2.3	29	5.1	20	0.8
State	804	3.4	850	3.2	46	5.7	48	1.8
Lansdowne	2,633	11.0	3,100	11.9	467	17.7	482 <sup>(3)</sup>	18.5
Winstanley	2,899	12.1	3,030	11.6	131	4.5	146	5.6
Oak Park	779	3.2	1,100	4.2	321	41.2	332	12.8
Edgemont-Hilltop	1,235	5.2	2,150	8.2	915	74.0	924	35.5
Total	23,883	100.0	26,150	100.0	2,267	9.5	2,600	100.0

(1) U. S. Bureau of the Census, 1950

(2) Estimate by Candeub & Fleissig

(3) Includes 300 units of public housing

(4) Includes 400 units of public housing

## NORTH END

North End is bounded by the city limits on the north and west, the Southern Railroad right-of-way on the east and St. Clair Avenue on the south.

Although this district embraces a basically sound residential area, several obstacles -- the presence of the railroad right-of-way running parallel to Bowman Street, the heavy through-traffic on 9th Street -- are detrimental to the cohesiveness of this neighborhood. Furthermore, both the Interstate Routes 64 and 70 will narrow the scope of this district by isolating the area between 1st and 4th Streets from the district itself.

### Land Use Plan

Residential Areas. As one of the older areas of the City, recent residential growth has been negligible. Since the last Housing Census in 1950, when 2,647 occupied dwelling units were enumerated in North End only an estimated 34 new homes have been constructed. Demolitions due to the expressway construction have however, reduced the total number of occupied dwellings to approximately 2,570 in January 1960.

In spite of the availability of land in the district, the future population will probably be less owing to future housing demolitions resulting from highway construction and the probable redevelopment of the area west of the expressway for industrial use.

Except for two small pockets of two-family dwellings, the North End is a single-family residential area. The residential land use plan recommends retaining the present character of the area by restricting future development to single-family units with a minimum lot size of 5,000 square feet.

Schools. North End is presently served by three elementary schools: Carver, Garfield and Cannady. Two of the schools, Carver and Garfield, are located in the extreme northwest corner in that section which will be isolated from the district by the new expressway. In accordance with the land use recommendation



that this area be redeveloped as an industrial park, these two schools accordingly will be abandoned. It is recommended that the Cannady School be enlarged to provide additional classrooms.

Recreational Facilities. Several recreational facilities are located in North End including Carver and Cannady Parks, and Parsons Field. Carver Park serves the area west of the expressway and, as is true with Carver School, would be abandoned when the area is redeveloped for industrial use. The North End will therefore be served by Cannady Park, at Lake Avenue and 15th Street, and Parsons Field. These facilities are considered adequate for the neighborhood.

Commercial Areas. The present zoning ordinance permits strip commercial development along 9th Street running the entire length of the neighborhood. Commercial development along this street, which has been undramatic in the past, will be less probable in the future as through-traffic is channeled to the expressway and other new arterial routes. Consequently, future commercial development will be restricted to convenience shopping. It is recommended that a neighborhood center in the general area of Lynch Avenue and 15th Street be reserved for the development of a shopping area.

#### Circulation Plan

The development of the arterial highway program will have a major impact on this neighborhood. At present, 9th Street is the principal route carrying heavy volumes of non-local traffic through the neighborhood. The completion of the East St. Louis Expressway should significantly reduce the traffic utilizing 9th Street.

Lynch Avenue and 15th Street -- the two collector streets in the neighborhood -- carry most of the non-local through-traffic to and from Lansdowne. These volumes may be reduced upon completion of the Interstate Routes 64 and 70.

#### Urban Renewal Plan

In 1950 the Housing Census reported approximately 20 per cent of the dwellings in North End as dilapidated, and an additional 25 per cent as without a private bath.

According to a recent neighborhood survey, a significant proportion of these dilapidated units are located west of the Pennsylvania Railroad tracks and the East St. Louis Expressway. It is proposed that this area is more suitable for industrial use than continued residential use. Therefore, it is recommended that this area be considered for redevelopment as an industrial park.

Although most of the North End neighborhood requires little more than continuing and proper code enforcement, the section generally north of Lake Avenue may call for a program also involving rehabilitation activities.

## NORTH CENTRAL

The North Central neighborhood is one of four neighborhoods which in the aggregate constitute the area west of the 20th Street industrial belt. This neighborhood is bounded by St. Clair Avenue on the north, Illinois Avenue on the south, 1st Street on the west and the 20th Street industrial belt on the east.

### Land Use Plan

Residential Areas. As one of the older neighborhoods in the City, and far from the sections of the City subject to recent population pressures, the North Central housing stock has remained stable in number since 1950. In that year, 3,769 occupied dwelling units were enumerated in the district, approximately 16 per cent of the City's total supply.

Most of the western half of this neighborhood is developed with two-family dwelling units. The residential land use plan proposes retaining this part of the South Central neighborhood for two-family units with a minimum lot size of 3,500 square feet per dwelling unit. The section generally east of Washington Avenue is recommended to be reserved for single-family units with a minimum lot size of 5,000 square feet.

Schools. Pupils of this neighborhood attend the Monroe, Monroe Manual, Webster and Longfellow Schools. Only the Longfellow School is located within the neighborhood itself. Because of the relative stability of this neighborhood it is recommended that this school continue to be utilized during the planning period.

Recreational Facilities. Two small parks, City Park at the juncture of 9th and 10th Streets and Olivette Park at the intersection of Pennsylvania and Summit Avenues, presently serve the North Central neighborhood. A new park totaling approximately 1.4 acres is recommended in this neighborhood to be located near Summit Avenue and 17th Street adjacent to the contemplated Salvation Army building. City Park should be developed as an attractive passive recreation area.

Commercial Areas. The proximity of the Central Business District to the North Central neighborhood obviates the need for a neighborhood shopping center.

#### Circulation Plan

Traffic patterns on two major arteries play an important role in the character of the North Central neighborhood. The very boundaries of the neighborhood were in great measure determined by the heavy traffic flows on St. Clair and Illinois Avenues.

The neighborhood is in turn segmented by internal traffic flows. State Street, carrying the heaviest east-west through-traffic sets off a small area between State Street and Illinois Avenue from the rest of the neighborhood. The north-south through-traffic movements, utilizing 9th and 10th Streets as a pair, and 16th Street, further fragment the neighborhood.

The circulation plan recommends the widening of the pavement width of Illinois Avenue to 64 feet. It is also proposed that the jog on 16th Street just north of Illinois Avenue be eliminated, thereby permitting east-west traffic on 16th Street to move freely across Illinois Avenue.

The completion of Interstate Routes 64 and 70 will alleviate some of the burden now placed on these neighborhood arteries. However, until the city-wide arterial highway program -- including the north-south radial connector -- as proposed in the Master Plan, is constructed, St. Clair and Illinois Avenues will continue to carry significant through-traffic movements. This fact must be considered in any planning proposals for this neighborhood.

### Urban Renewal Plan

Typical of the older neighborhoods of the City, only 35 per cent of the dwelling units enumerated in the 1950 Census of Housing were classified as owner-occupied. Whereas a high correlation usually exists between the quality of housing in a neighborhood and the proportion of owner-occupied structures, a high per cent of dilapidated structures would be expected. However, the Census classified only 10 per cent of the units in this neighborhood as dilapidated and an additional 17 per cent as lacking a private bath.

The recent neighborhood survey confirms the generally good quality of housing in this neighborhood. Only two areas are exceptions to this finding.

(One area is located between Collinsville Avenue and 10th Street, an area which is adversely affected by the heavy traffic along the two routes.) A second area, smaller in scope, is located on and around Henrietta Avenue. These two areas should be included as areas suitable for urban renewal rehabilitation programs.

### SOUTH CENTRAL

The South Central neighborhood, located just east of the Central Business District, is bounded on the south and west by industrial belts. The northern boundary, Illinois Avenue, forms the dividing line between the North and South Central neighborhoods.



This neighborhood is one of the oldest sections of the City and contains some of the poorest housing. Owing to the presence of several parallel east-west major traffic routes traversing the neighborhood -- routes which carry heavy through-traffic volumes -- the South Central neighborhood has the least semblance of cohesiveness.

#### Land Use Plan

Residential Areas. In 1950, according to the Housing Census of that year, there were 2,703 occupied dwelling units in the South Central neighborhood. In common with the other older neighborhoods located west of 20th Street, few new units have been constructed in this area since that year.

At present the neighborhood is zoned into two districts. The area east of 15th Street is in a "C" district which permits a minimum lot area of 2,000 square feet per family for a two-family dwelling unit. The area west of 15th Street is in a "D" district which permits a minimum lot area of 1,000 square feet for multi-family structures.

New housing in this neighborhood may take on different forms. In that area just east of the Central City urban renewal project, multi-family redevelopment is planned. In the area between St. Louis and Illinois Avenues, where a rehabilitation program is recommended, further two-family development is probable and most desirable. The land use plan makes provisions for these varied types of development in this neighborhood.

Schools. Pupils from the South Central neighborhood attend one of several elementary schools: the Johnson, Monroe or Webster Schools. It is recommended that the Monroe, Monroe Annex and Webster Schools, owing to structural obsolescence, be abandoned. A new school is proposed to be located on Columbia Place between Gaty and St. Louis Avenues. This school will serve the school district presently covered by the Webster and Monroe Schools. In addition, it is proposed that the Johnson School be expanded to provide for some additional classrooms. Land acquisition for both schools could be accomplished in conjunction with a renewal program recommended for these areas.



Monroe Manual, which now serves the junior high school grades, should be retained, rehabilitated and enlarged to serve as a vocational high school. The demolition of the Monroe School and its annex would permit the expansion of Monroe Manual.

Recreational Areas. The only public recreation facilities available in the South Central neighborhood at the present time are three small playgrounds and a playfield located adjacent to the schools. In order to replace the facilities lost due to the proposed school demolitions, a new playground at 14th Street between Gaty and St. Louis Avenues is recommended adjacent to the proposed school.

Commercial Areas. The proximity of the Central Business District, as well as the commercial units in the urban renewal project, precludes the necessity of providing local shopping centers in the South Central neighborhood.

#### Circulation Plan

The South Central neighborhood is traversed by several major east-west arteries: St. Louis Avenue, Missouri Avenue and Broadway. Until the city-wide arterial highway plan as proposed in the Master Plan is constructed, these arteries will continue to carry heavy volumes of through-traffic. However, of the three parallel routes only Missouri Avenue carries traffic beyond the city limits. Through-traffic on St. Louis Avenue and Broadway should be channeled to this route (or to Illinois Avenue) at or before 10th Street. This would be accomplished by utilizing traffic engineering devices designed to speed up traffic on Missouri Avenue and widening the pavement width of Missouri and Illinois Avenues to 64 feet.

#### Urban Renewal Plan

According to the last Census of Housing taken in 1950, approximately 25 per cent of the dwelling units of South Central were dilapidated and an additional 25 per cent were lacking a private bath. In the aggregate, therefore, approximately 50 per cent of the dwellings were deficient units.

Although a not insignificant proportion of these units will be demolished by the present redevelopment project located between Broadway, Missouri Avenue and west of 13th Street, a good deal remains to be done. A residential redevelopment project is recommended for that area between 13th and 16th Streets south of Missouri Avenue. A rehabilitation program is recommended for the remainder of the neighborhood north of Missouri Avenue.

## SOUTH END

The largest of the ten planning districts in East St. Louis, South End also contains over 1/5 of the City's dwelling units. This planning district -- several neighborhoods in the popular sense are included in this district -- includes the area bounded by the city limits on the south, the Southern Railroad right-of-way on the north, Main Street to the west and 21st Street on the east.

For several decades the location of the great majority of the City's non-white residents, the South End presents the greatest problems, challenges, and at one and the same time, the greatest opportunities.

Although this district contains the most extensive area in need of a major redevelopment program, it also includes a small section which can be the focal point for a challenging rehabilitation and conservation program. South End has the advantage of being the location of a major park, as well as some of the newest school structures of the City.

### Land Use Plan

Residential Areas. As reported by the last Housing Census in 1950, there were 5,235 occupied dwellings - or 22 per cent of the City's total - in the South End Planning District. During the subsequent nine-year period, approximately 264 dwelling units -- about 14 per cent of the private dwelling units built in the City -- were constructed in this district.

The present zoning ordinance classifies most of this neighborhood as a "C" two-family district, with a minimum lot area of 2,000 square feet per family. However, the single-family dwelling unit, with a minimum area of 2,500 square feet, is the most prevalent dwelling type.

The fact that much of this neighborhood will require complete clearance and redevelopment, as noted below in the urban renewal plan, offers the City an opportunity to rebuild in a manner different from the prevailing pattern.

The residential land use plan, although anticipating a continuing demand for low-density single-family dwelling units, assumes that much of the redevelopment in this neighborhood will be in the form of multi-family structures. The plan for most of South End therefore permits multi-family dwellings ranging from approximately 2,000 - 2,500 square feet per dwelling unit. In Illinoistown -- that area west of 10th Street -- where many two-family units are now located, albeit in a spotty fashion, the land use plan recommends two-family structures at a minimum lot size of 3,500 square feet per dwelling unit.

The plan also decreases the amount of land area devoted to residential use. Blocks which back up to railroad lines are recommended for industrial redevelopment. The entire area of "Rush City", isolated from the rest of East St. Louis, bounded by a state highway and a railroad, and yet not crossed by railroad tracks, should be redeveloped as an industrial park.

The future residential quality of the entire South End planning district will be, as it must be, radically altered by the urban renewal plan, which is discussed below.

Schools. South End families are presently served by several elementary schools:

Washington (1900)	- Piggott and 11th Street
Franklin (1889)	- Market and 7th Street
Easterly (1957)	- Liberty Street
Dunbar (1917)	- Tudor, Piggott and 18th Street
Lucas (1956)	- Russell and 16th Street
Robinson (1957)	- Market and 15th Street

It is recommended that three of these six schools be abandoned, two of which, the Franklin and Washington Schools are structurally obsolescent. The Easterly School will ultimately be abandoned if the recommendations described above to redevelop "Rush City" into an industrial park area is realized.

It is proposed that the sites of two other schools, Lucas and Robinson, be expanded to provide both additional classroom space and adequate outdoor school-associated play areas. These schools are strategically located to serve the families living between 10th and 21st Streets in South End. The necessary land acquisition could be accomplished as part of an urban renewal program in these areas.

The Franklin School is not only structurally obsolescent, but is also poorly located. It is adjacent to both a Southern Railroad track and the heavy traffic on 8th Street.

Assuming the "Illinoistown" section is renewed for residential purposes, this school should be replaced. It is proposed that a new, more centrally located school be constructed two blocks west on the Franklin Park site. The old school could be utilized until its replacement is completed. The present school would then be razed and the site be developed into a park.

Recreational Facilities. As noted previously, the extensive recreation facilities of Lincoln Park are a major asset to the South End neighborhood. The only other existing recreation facility is Franklin Park in "Illinoistown", the westernmost section of South End.

As noted above, it is recommended that Franklin Park be relocated to the present site of the Franklin School. Located adjacent to the Southern Railroad, the school site is better suited for park purposes. A new playground is also proposed to be located adjacent to the Lucas School, on 16th Street between Gay and Russell Streets.



This park will be within walking distance of young children living in the southern portion of South End.

A block-wide strip extending from Baker Avenue to Boismenu Avenue from 17th Street to Cahokia Road is recommended for redevelopment as a park. This 12-acre area, located beneath and adjacent to the railroad trestle, could be developed into a recreation complex of tot-lots, playgrounds and passive recreational facilities, which would greatly enhance the quality of this neighborhood.

Commercial Areas. For the convenience shopping needs of the residents of the South End district, two neighborhood shopping centers are proposed, both of which are in part already in existence. The centers are located as follows:

- Twelfth and Piggott Street intersection
- Nineteenth Street between Bond and Tremley

Whereas extensive renewal activities are foreseen in the South End planning district, the location of these centers may be revised when definitive programs have been initiated.

### Circulation Plan

South End is traversed by three through-traffic flows, two of which are north-south movements. By far, the heaviest volumes move north-south along 8th and 10th Streets. These two routes serve State Route 3 and the MacArthur Bridge traffic respectively. Until the city-wide arterial highway program, as proposed in the Master Plan, is constructed, these arteries will continue to carry heavy volumes of north-south through-traffic.

Of considerably less volume, the second north-south movement traverses the eastern section of the planning district. This traffic utilizes 19th and 20th Streets, and to some extent 15th and 17th Streets. This through-traffic has a detrimental effect on the cohesiveness of this section of South End. Only one of the streets -- 20th Street -- located on the periphery of the neighborhood should be utilized by through-traffic movements. Thus, it is proposed that traffic engineering devices such as traffic lights or stop signs be employed to channel all of this through-traffic to 20th Street.



Only Bond Street carries significant volumes of east-west through-traffic. The city-wide arterial highway program, referred to in the Master Plan, will relieve this route of most of the through-traffic, thus permitting the development of a more cohesive and stable neighborhood environment.

#### Urban Renewal Plan

Data obtained from the last Census of Housing in 1950, offer some indications as to the magnitude of the housing problem in the South End district. In that year approximately 48 per cent of the dwelling units were classified as dilapidated or without running water, and an additional 30 per cent as lacking a private bath. In the aggregate therefore, approximately 77 per cent of the homes could be considered as deficient units.

Another index of the housing quality of an area is home ownership. More often than not, there is a high correlation between a high quality neighborhood and home ownership. In South End, slightly less than one-half of the homes were owner-occupied.

For purposes of the urban renewal plan the South End district is broken down geographically into two general sections. One section is bounded by Piggott and McCasland Avenues, 10th to 21st Streets. This area is one of the two areas in the City recommended as suitable for immediate rehabilitation and conservation programs.

This section of South End includes good housing -- the core of a rehabilitation program -- along Bond Street, embraces two new public housing projects in the western section along Robinson Street, contains several new schools including the Lincoln High School, and surrounds Lincoln Park on three sides. These are all major assets which will assist in the redevelopment and rehabilitation of deficient homes in this area.

Housing conditions in the remainder of South End are of such nature that a long-range redevelopment program will be necessary.

## ✓ LANSDOWNNE

Located in the northeast area of the City, Lansdownne is bounded by the city limits, Jones Park and the northern section of the 20th Street industrial belt.

This district is an exclusively residential area containing many wide and attractive tree lined streets. Commercial uses are found in two small clusters, and some industry is located in the extreme western section adjacent to the Terminal Railroad tracks.

### Land Use Plan

Residential Areas. At the time of the last housing census in 1950, approximately 2,633 occupied dwelling units, about 11 per cent of those in the City, were located in Lansdownne. This proportion increased to 12.0 by 1960. Of the 482 new dwelling units constructed in this district during the 1950-1959 period, 400 were in the two public housing developments; the Villa Griffin and the Roosevelt Homes. Thus, only an estimated 82 new private units had been built during this period.

Because of the continuing population growth anticipated in the City and the desirable qualities of this district, more rapid residential development may be realized. The residential land use plan, is designed to retain and improve the fine character of this district by recommending single-family units at a minimum lot area of 5,000 square feet. This recommendations would be enforced by the zoning ordinance.

Schools. The Lansdownne neighborhood is served by two elementary schools, Hawthorne and Jefferson, and the Lansdownne Junior High School. To accommodate the expanding school population, it is proposed that the two elementary schools be enlarged to provide additional classrooms.

It is recommended that in order to provide school-associated outdoor play space, some land acquisition will be required to expand the Jefferson School site.

Recreational Facilities. Owing to its proximity to Jones Park, Lansdowne has easy access to most forms of recreational facilities. However, within the neighborhood there is a lack of small parks to serve young children from a limited geographic area.

To meet this need, as well as providing attractive green areas which will enhance the stability of this neighborhood, two vacant areas are proposed for park development.

- North Park - Bounded by 29th and 30th Streets, from Linden to Morris Avenue.
- Washington Park - Running parallel to Washington Park Boulevard from 42nd Street to the city line. This Park is presently the property of the East St. Louis Park District.

Commercial Uses. Commercial uses are encouraged under this plan to cluster in two areas: along Caseyville Avenue between 30th and 37th Streets, and at the intersection of Waverly Avenue and 40th Streets. Both areas are at present focal points for commercial uses, and are also so zoned. These two clusters will serve as neighborhood shopping centers.

#### Circulation Plan

Located at the extreme northeast section of the City the district is subject to a minimum of heavy vehicular traffic. Nevertheless, some streets function as major arteries for east-west through-traffic whose destination is Fairmont City or Washington Park. The bulk of this traffic is carried by either Caseyville Avenue or a route including Lincoln Avenue - Waverly Avenue and Forest Boulevard. Whereas the latter route cuts through the heart of Lansdowne it would be desirable to channel as much of this traffic as possible to Caseyville Avenue.

North-south traffic is carried by three parallel routes, 25th, 36th and 40th Streets. Since 40th Street has the carrying capacity to handle more traffic, the shifting of traffic from 36th Street between Caseyville Avenue and Waverly Avenue to 40th

Street would consolidate traffic flows and improve general neighborhood amenities. The circulation plan recommends the widening of the pavement on 25th Street between Lynch and Lincoln Avenues, and 37th Street between St. Clair and Bunkum Road.

#### Urban Renewal Plan

In 1950, the Housing Census reported approximately 9 per cent of the dwelling units in Lansdowne as deficient, including only 3 per cent classified as dilapidated. This low proportion of dilapidation reflects to some extent the fact that about 76 per cent of the occupied dwelling units were owner-occupied units.

Although Lansdowne therefore requires a minimum of renewal, several small areas are considered appropriate for a rehabilitation program. Two of these areas are located to the east and north of Jones Park; two others are located on either side of the drainage ditch, (Schoenberg Creek) running parallel to North Park Drive.

The small blighted residential area located between this ditch and the railroad which defines the northern city limits, will require a more extensive redevelopment. To make this area desirable for residential redevelopment, it will be necessary to first eliminate the open ditch.



## STATE

The State neighborhood borders the Winstanley neighborhood on Illinois Avenue and Olive Street. It is then literally ringed on three sides by industrial areas fronting along Broadway, 29th and 21st Streets.

Within this industrial ring are an estimated 850 occupied single-family dwelling units, 48 of which were built during the 1950-59 period. Only slightly over half of the 804 units reported in the 1950 Housing Census were owner-occupied. About 85 per cent of the units were occupied by non-white families.

### Land Use Plan

Residential Areas. Although extensive renewal will be required in this neighborhood, some of which will be redeveloped for industrial uses, it may be desirable to retain most of the area for continued residential use. The residential land use plan recommends a minimum lot size of 5,000 square feet per family, to be enforced by the zoning ordinance.

Schools. This neighborhood is currently served by the Attucks Elementary School located on Kansas Avenue and 26th Street. However since some of the area it presently serves is expected to go into non-residential use in accordance with natural forces as well as the land use plan, it is recommended that this school be abandoned.

A new structure on the block bounded by Illinois and Olive Avenues, between 26th and 27th Streets, at the boundary of the Winstanley and State neighborhoods is proposed. Since it is also recommended that the Park School (in Winstanley) be abandoned, this proposed school will serve the southern part of Winstanley as well as the State neighborhood. The recommended site is part of several blocks in State recommended for redevelopment. Thus this site is not only centrally located, but will also be an integral part of the community's renewal program.



Recreational Facilities. Only Gaty Park, located on 24th Street between St. Louis and Gaty Avenues, provides recreational facilities for this neighborhood. Because of the difficulty of obtaining new park land, Gaty Park should be retained.

In conjunction with the proposed new school, a new recreation area is recommended to be located just east of the school between 27th and 29th Streets. This park would serve children from the nearby Winstanley neighborhood as well as those from State itself.

Commercial Areas. Commercial enterprises are generally scattered along Missouri Avenue. It is recommended that commercial uses be concentrated at the intersection of Missouri Avenue and 26th Streets. Although this center would principally serve families of the State neighborhood, by locating at the intersection of the two arteries carrying traffic through the neighborhood, the establishments can draw upon this potential as well.

#### Circulation Plan

The presence of two arteries -- Missouri Avenue and 26th Street -- carrying heavy east-west and north-south traffic flows respectively, seriously prevents this small neighborhood from becoming a cohesive unit. Until the city-wide arterial highway program, as proposed in the Master Plan, is constructed, these arteries will continue to carry heavy through-traffic movements, thereby hampering any effective planning in the State neighborhood.

#### Urban Renewal Plan

Of the occupied dwelling units reported in this district in the last Census of Housing taken in 1950, approximately one-third were dilapidated, and another third were lacking a private bath. Thus about two-thirds of the residences in the neighborhood were deficient units. The recent neighborhood survey indicated that while these units are found throughout the planning district, there are concentrations along and south of Missouri Avenue.

It is recommended that the blocks bounded by 21st and 22nd Streets, Broadway and Illinois Avenue be redeveloped for industrial use,

while the area between 22nd and 24th Streets, Broadway and Missouri Avenue should be redeveloped for continued residential use.

If in the future, part of this neighborhood is redeveloped for industrial use, it may be well to consider the State neighborhood as part of the adjacent Winstanley neighborhood.

## ALTA SITA

Alta Sita is bounded by the city limits on the south and east, by 21st Street on the west and the Southern Railroad on the north. In January 1960, there were an estimated 600 occupied residences in this neighborhood, only 29 more than the 571 reported in the Census of Housing taken in 1950. Thus, growth in this neighborhood has been limited.

### Land Use Plan

Residential Areas. Although the present zoning ordinance permits one and two-family structures in this neighborhood, almost all the existing dwellings are one-family units. Anticipating continued, although limited residential growth, the residential land use plan for Alta Sita recommends a single-family district with a minimum lot area of 5,000 square feet per family. This recommendation would be enforced by the zoning ordinance.

Schools. The Alta Sita School at McCasland Avenue and 26th Street serves elementary pupils living in this neighborhood. It is recommended that the school site be expanded to provide additional classroom space for general enrollment increases and to provide adequate school-associated outdoor play areas. Adjacent land, some of which is presently used for public recreation, will be required.

Recreational Facilities. Alta Sita currently contains but one recreation area, Virginia Park. This 8.0 acre park located at Bond Street from 35th to 36th Street, provides extensive facilities for residents beyond the city limits as well as neighborhood families.

Since continued residential development in and around the Alta Sita neighborhood is assumed, additional recreational facilities will be required to serve the increased population, particularly the young children and to enhance the amenities of the neighborhood. A new 2.6 acre park is therefore recommended to be located on Market Street between 21st and 22nd Streets.

Commercial Areas. The location of several local retail stores at the intersection of Bond Avenue and 29th Street reflects the need for such units by the local residents. The plan therefore recommends the retention of this cluster of stores as the best location for the Alta Sita neighborhood shopping center. By locating on Bond Street, these local enterprises can also draw upon some of the through-traffic utilizing this route.

#### Circulation Plan

Owing to the nature of the land uses surrounding Alta Sita, this neighborhood, with one exception, has no traffic problems. The one exception is Bond Street which as a major artery, carries heavy through-traffic to and from Centerville and beyond. Until the city-wide arterial highway program, as proposed in the MasterPlan, is constructed, this artery will continue to carry significant volumes of through-traffic.

#### Urban Renewal Plan

Alta Sita is an area requiring only a limited rehabilitation program. Although 20 per cent of the dwelling units reported in the last Census of Housing taken in 1950, were lacking a private bath, less than 4 per cent were reported as dilapidated. Except for a cluster of such units on one or two blocks these dilapidated units are scattered throughout the neighborhood.

#### WINSTANLEY

Winstanley is bounded by St. Clair Avenue on the north, Louisiana Boulevard on the south, and the railroad right-of-ways adjacent to 42nd Street and 21st Street to the east and west respectively.

Winstanley is in several ways a neighborhood in transition. It is both in the older and newer sections of the City. It contains both a fine residential area (East Winstanley) and a critical area in immediate need of a rehabilitation program.

### Land Use Plan

Residential Areas. At the time of the last Census of Housing in 1950 there were 2,899 occupied dwelling units in Winstanley. During the subsequent decade an estimated 146 dwelling units have been constructed in this neighborhood. This limited number of new units reflects the fact that most new construction is occurring in the eastern parts of the City, as well as the fact that this neighborhood is fairly well built-up and can absorb but a limited amount of new dwellings.

The residential land use plan divides this neighborhood into two sections with 33rd Street as the dividing line. In accordance with the more desirable development patterns, a minimum lot size of 6,000 square feet per family is recommended for East Winstanley. A minimum lot area of 5,000 square feet per family is recommended for the older section west of 33rd Street. This recommendation would be enforced by the zoning ordinance.

Schools. Winstanley is presently served by the Slade and Park Elementary Schools. It would be most desirable to relocate Slade School -- located at Summit Avenue and 27th Street -- to an area broadly bounded by Summit and Ohio Avenues, from 29th to 31st Streets. This may be feasible in conjunction with a proposed rehabilitation program for this 5-block area. As an alternate it is recommended that the Slade School be enlarged at its present site, as indicated on the land use plan. Either site would serve the children who live north of State Street.

It is also proposed that the Park School located at Henrietta Avenue and 27th Street be abandoned. A new school is recommended on the block bounded by Illinois and Olive Avenues between 26th and 27th Streets, at the boundary of Winstanley and State neighborhood. Since it is also recommended that the Attucks School (in State neighborhood) be abandoned, this new school would serve children of the State neighborhood as well as those living in Winstanley south of State Street.



The site for the new school is one of two adjacent blocks recommended for redevelopment. A new park is proposed for the other block. Thus, this new site is not only centrally located but will also be an integral part of the community's renewal program.

Recreational Facilities. Recreational facilities in this neighborhood are available at the two existing schools. In conjunction with the proposed new school, a new park is recommended to be located on the block just east of the school, between 27th and 29th Streets. This park would then serve children from the nearby State neighborhood, as well as those presently utilizing the Park School grounds. The second recommended park would be located adjacent to the expanded Slade School site.

Commercial Areas. At present both sides of State Street running the entire length of Winstanley is zoned for commercial use. Commercial development has occurred however only between approximately 21st to 29th Streets and 36th to 42nd Streets. The commercial land use plan recommends concentrating commercial uses in these areas.

#### Circulation Plan

Winstanley is effectively segmented by heavy traffic movements in all four directions. Three major arteries serve the east-west traffic flows: St. Clair Avenue, the northern boundary of the district; State Street which bisects the district in half; and the Illinois Avenue - Louisiana Boulevard route which together constitute the southern boundary of the neighborhood.

Two secondary streets carry the north-south through-traffic flows: 25th Street and, to a lesser extent, 38th Street. Since 38th Street runs through the heart of East Winstanley, this traffic has a detrimental effect on the residential quality of this sub-neighborhood. Some effort should be undertaken to channel this traffic to 33rd Street. This latter street, which is a secondary street at the western boundary of East Winstanley, already carries some north-south through-traffic originating at either St. Clair Avenue or Louisiana Boulevard.

The plan recommends that the pavement width of both 25th and 33rd Streets be widened to 40 feet. In addition, 33rd Street should be extended to connect directly with St. Clair Avenue.



It is assumed that future traffic flows will continue utilizing the major arteries noted above. Although the plan contains no other recommendations, these traffic flows must be continually considered in the planning of any section or sections of the neighborhood.

#### Urban Renewal Plan

The last Census of Housing taken in 1950 reported that 70 per cent of the homes in Winstanley were owner-occupied and only 7 per cent were considered dilapidated. In spite of these favorable indices, housing in this neighborhood now presents two needs -- conservation and rehabilitation. East Winstanley contains many fine tree-lined streets with well-maintained brick homes. This sub-neighborhood east of 33rd Street is a prime conservation area.

The sub-neighborhood west of 33rd Street however, has been for some years in a period transition, manifesting a process of slow deterioration. This area is now at that point at which it can move one way or another. Whether it will become a blighted area or a conservation area, will depend upon the actions of the city and its citizens.

Because of the inherently fine quality of this area, its suitability for code enforcement and rehabilitation, as well as its crucial geographic location, this section of Winstanley is recommended as an area to be considered for an immediate and urgent rehabilitation program.

A small area just north of Winstanley, bounded by St. Clair Avenue, the Louisville and Nashville Railroad, 25th and 31st Streets is recommended as a redevelopment area. Located between a major traffic artery, a railroad and two industrial areas, the land use plan proposes that this section be redeveloped as an industrial park.

#### **OAK PARK**

The Oak Park Neighborhood is bounded by the city limits on the north and south, the East Side Levee and Sanitary District Canal

on the east, and the railroad tracks running between 42nd and 43rd Streets on the west. Oak Park and the Edgemont-Hilltop districts together constitute the eastern section of the City.

The western third of this neighborhood, until recently vacant, has now been partially developed with the new East St. Louis High School and the regional shopping center known as Shop City, both of which serve an area far beyond the neighborhood boundaries. A major proportion of the eastern third of the neighborhood is only partially developed.

Except for the commercial strip along State Street and the small industrial belt along the railroad on the western boundary, Oak Park is presently zoned for single-family residential development. The proposed neighborhood plan in recommending certain changes, takes into account the two regional facilities noted above, the limited commercial growth along State Street, the need for other than single-family dwelling units, and the community facilities required to serve the anticipated population growth.

#### Land Use Plan

Residential Areas. At the time of the last Housing Census in 1950, Oak Park contained 779 occupied dwelling units -- 3.2 per cent of the city total -- and the smallest number of homes in any neighborhood. During the past decade, however, residential development has been substantial in Oak Park, with the construction of an estimated 332 new private dwelling units. This represents 17 per cent of the new private dwelling units built throughout the City during this period.

At present, Oak Park is zoned for residential development at a density of 5,000 square feet per family. The land use plan would raise the minimum lot area to 6,000 square feet per family, a level in keeping with current development patterns. In addition, to accommodate the growing needs for multi-unit structures, the plan recommends the reservation of the large vacant area behind Shop City and East St. Louis High School for the development of multi-family structures with a density of from 17 to 22 families per acre. Two sections south of State Street are also recommended for multi-family residential use.

Schools. Because of its small number of residences, this neighborhood is presently served only by the Morrison Elementary School located on Belmont Avenue between Kingshighway and 60th Street. Due to the recent construction of new homes and the anticipated continued growth, additional site space will be required, for extra classrooms and an added school-associated outdoor play area. Some minor land acquisition and a street closing, as suggested on the land use plan map, will be required.

Recreational Facilities. The only recreational facilities available in the Oak Park neighborhood are the playground at the Morrison School, the playfield at the new East St. Louis High School and Lake Drive Park just outside the city limits.

Consequently two new parks, totaling approximately 21.1 acres, are recommended for Oak Park. The larger of the two parks -- consisting of about 18 acres -- is located north of Summit Avenue and abuts the St. Louis and O'Fallon Railroad. This presently undeveloped area is contiguous to a new subdivision to the west, and a proposed redevelopment area to the east. Facilities for active and passive recreation, including a ballfield, can be provided on this site.

A smaller park, also on vacant property is proposed, fronting on Summit Avenue between Kingshighway and 57th Street. The addition of these two parks will aid in insuring the quality and stability of existing and future housing in this neighborhood.

Commercial Areas. The present commercial land use pattern closely follows the present zoning ordinance; i.e. strip development along State Street. However, since considerably less commercial development has occurred, than has been so zoned, the plan reduces somewhat the total area reserved for commercial use. A small commercial center is recommended for local residents to be located at Summit Avenue and 51st Street.

#### Circulation Plan

Two major vehicular arteries transverse this neighborhood. State Street, running parallel to the southern boundary, carries the heavy east-west traffic flow. Kingshighway, which bisects Oak Park in half carries the north-south flows.

A substantial amount of east-west through traffic utilizes the Summit Avenue - Marybelle Avenue route. This route, extending from Route 157 to St. Clair Avenue, is used as a high-speed by-pass, as a means of avoiding the heavy traffic on State Street and St. Clair Avenue.

In order to eliminate this through-traffic, which has a detrimental effect on both the Oak Park and Edgemont neighborhoods, it is proposed that traffic engineering devices, such as traffic lights and stop signs be used at appropriate places to channel this traffic back to the major arteries which are designed to handle such flows.

It is recommended that 51st Street be widened and used as a major artery between St. Clair Avenue and State Street. It is also recommended that the pavement width of Kingshighway be widened to 40 feet along its entire length in the City.

#### Urban Renewal Plan

According to the 1950 Census of Housing, approximately 21 per cent of the dwelling units in Oak Park were deficient, half of which were structurally dilapidated. Since these units are well scattered throughout the neighborhood, the entire area, with two exceptions, is appropriate for a neighborhood rehabilitation undertaking. The two exceptions include the new subdivision along Summit Avenue, and the blighted development along Michigan Avenue. The latter will require a complete clearance and redevelopment program.

#### EDGEMONT-HILLTOP

Occupying the extreme eastern portion of the City and bounded by the municipal limits on three sides is the Edgemont-Hilltop Planning District. The western boundary of Edgemont is the East Side Levee Sanitary District Canal at 68th Street; the eastern boundary is Route 157. Hilltop constitutes that segment east of Route 157.

The existing land use pattern is very similar in character to the adjacent planning district of Oak Park. The neighborhood has developed rapidly into a fine attractive tree lined residential area of single-family homes. State Street has been developed by strip



commercial uses, intermixed to some extent with residences. Although the zoning ordinance allocates most of the area south of State Street to light industry, such use is almost non-existent.

#### Land Use Plan

Residential Areas. In 1950 approximately 1,235 or 5.2 per cent of the occupied residences of the City were located in Edgemont-Hill-top. Reflecting the population movement towards the suburbs of the metropolitan area, this district has been subject to the heaviest residential growth of any district in the past decade. By January 1960, approximately 2,150 occupied dwellings, or 8.2 per cent of the City's total were located in this district.

Recent residential development - such as Loisel Village or Parkside -- has taken place in the form of single-family homes on 6,000 square foot lots, which is slightly higher than the minimum lot size set by the present zoning ordinance. To maintain this desirable development pattern the land use plan provides for further residential growth of single-family residences occupying a minimum lot size of 6,000 square feet. A small area of the extreme eastern section is recommended for multi-family use.

Schools. Three elementary schools are located within the neighborhood: the Harding, Edgemont and Parkside Schools. All three schools are suitably situated to serve their respective sections of the neighborhood. However, to accommodate the continuing population growth in this neighborhood the Edgemont and Parkside Schools and their sites should be expanded to provide additional classroom space, and adequate play areas. To provide for extra space, land and building acquisition will be required as suggested on the accompanying map. The Parkside School should be retained to serve the new and expanding section south of State Street. By retaining this location, school children will not have to cross the heavily-travelled State Street.

A new junior high school is recommended in the area of Marybelle Avenue and 68th Street. This school -- as discussed at length in the Master Plan -- will serve the rapidly growing eastern section of the City.

Recreational Facilities. The playgrounds at the two schools north of State Street now serve as the principal recreational facilities for the neighborhood. An additional facility is the ballfield located at State and 78th Streets, which is leased by the Park District from the Levee District.

Two small parks, on presently vacant land, are recommended to be developed primarily for passive recreation. One park would be a triangular area converging on Boul and 86th Street. By means of a traffic rechannelling device, as illustrated on the land use plan map, the Edgemont School and this park could be physically connected. The second park, whose site should be determined after detailed investigation, should be located so as to serve the residents of the Hilltop area.

Owing to the dearth of ballfields in the City, particularly in the eastern portion, it is recommended that the Levee District lease to the Park District the entire strip running north to south between Pershing and 78th Streets. This strip, which is unavailable for residential development, could then be developed for recreational purposes including several ballfields. These fields would serve a broad geographic area extending beyond the limits of the eastern portion of the City. The site on 78th Street now leased by the Park District can be included as part of the new community-wide recreation area.

Commercial Areas. Since State Street runs the entire length of the Edgemont-Hilltop neighborhood, most of the area designated for commercial uses will be located along this route. Although in the main serving the transient trade, many of the stores serve local residents as well. The plan recommends the concentration of commercial uses along State Street as the most appropriate use for this heavily-travelled artery. The new Loisel Village shopping center at the intersection of Route 157 and Vieuxcarre Drive will serve principally as a neighborhood shopping center.

#### Circulation Plan

As in the Oak Park neighborhood, the fast moving east-west traffic along the Summit Avenue - Marybelle Avenue route acts as a disruptive force on the quiet and safe residential quality of the neighborhood. Most of this traffic should be diverted elsewhere at the entrances to this artery; i.e. at Route 157 and at St. Clair Avenue respectively. Through-traffic which has succeeded in entering the neighborhood should be urged, by means of appropriately placed traffic engineering devices, to shift to either State Street to the south or Church Lane to the north.

The realignment and repaving of 71st and 78th Streets south of the Louisville and Nashville Railroad is proposed to provide easy and direct access from St. Clair Avenue to the Edgemont neighborhood. This would further reduce traffic volumes along Marybelle Avenue. Marybelle Avenue would then be properly used as a secondary street collecting the neighborhood traffic and distributing it to the primary thoroughfares - i. e. Route 157 and State Street.

#### Urban Renewal Plan

At the time of the 1950 census, approximately 85 per cent of the dwellings in this neighborhood were owner-occupied, an index of a high quality residential area. The limited number of units in this neighborhood which were classified as deficient, generally lie within two areas as identified on the accompanying map. These two areas would be suitable locations for a rehabilitation program as described in the urban renewal program.

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## CENTRAL BUSINESS DISTRICT

### SURVEY AND ANALYSIS

#### Introduction

The Central Business District, as described in this report, contains approximately 187 acres, bounded generally by Broadway, Illinois Avenue, 10th Street and the East St. Louis Expressway. Within this area are located the principal retail stores, public, semi-public and civic organizations, as well as a small number of homes and light-industrial establishments.

In common with central areas of other cities in the nation, the Central Business District of East St. Louis is presently harassed by many problems inherited from past generations. Many structures are old, deteriorating and inadequate; land uses are mixed and often incompatible; traffic is slow moving and congested, and parking facilities are inadequate.

In connection with the preparation of the Central Business District Plan extensive surveys were conducted to determine land coverage, floor area characteristics, land use distribution and retail sales trends. On the basis of the findings of these surveys, the future needs of the East St. Louis Central Business District were established.

#### East St. Louis and "Downtown" St. Louis

The most significant fact concerning the Central Business District of East St. Louis is its close proximity to St. Louis. Located just across the river, the St. Louis Central Business District is the prime downtown shopping area serving the entire metropolitan region on both sides of the river. All other shopping areas in St. Louis, East St. Louis and their environs are dominated by this district.

To residents on the west side of the river, an alternative to downtown St. Louis has been made available with the opening of several large suburban shopping centers which include branches of the downtown department stores. Thus, more and more shoppers from the fringes of the City as well as from the suburban communities are shopping in these regional centers.

Principally as a result of this trend, retail sales in downtown St. Louis had declined from \$275,000,000 in 1948 to \$247,000,000 in 1954, a decrease of 10 per cent. Retail sales in all of St. Louis increased 20 per cent during this same six-year period.

To residents on the east side of the river, a few extra minutes of travel will take them across the river to downtown St. Louis. Downtown St. Louis is therefore more accessible to east side shoppers than to many west side shoppers. In the absence of any major regional shopping center on the east side, the department stores of downtown St. Louis are still the principal magnet.

In view of the trends noted above, stores in downtown St. Louis rely more and more on sales to residents of the east side. It has been conservatively estimated that 20 per cent of all sales in the St. Louis department stores are made to residents of the east side.

Any study of the East St. Louis Central Business District must be related to the general trends noted and to specific changes in the St. Louis Central Business District.

### Trade Area

The Central Business District of East St. Louis serves to some extent as a focal point of a trade area of approximately 180 square miles. This trade area, located generally in the northwest portion of St. Clair County, is also part of the larger metropolitan region which serves as a trade area for downtown St. Louis.

The trade area has been determined by taking into account the location of competitive retail centers on the east side, and travel time to the Central Business District and to other retail centers. Since downtown St. Louis also draws upon residents of the trade area, this area designation is principally an analytical tool to determine the potential for the East St. Louis Central Business District.

The trade area consists of two segments: a primary trade area and a secondary trade area. The 56 square mile primary trade area includes Stites, Canteen and Centreville Townships as well as the City itself. Within the three townships are located the villages of Brooklyn, National City, Alorton, Cahokia, Monsanto, Fairmont City and Washington Park. Because of the general proximity of these communities to East St. Louis, and the ease of access into the Central Business District, the greatest proportion of business transactions in the Central Business District have been, and will continue to be, with residents of the primary trade area.

The secondary trade area, extending beyond the primary area, embraces an additional 126 square miles. This section of the trade area includes St. Clair, Caseyville, Stookey and Sugar Loaf Townships, as well as O'Fallon Village and Collinsville City, the latter in Madison County.

Owing to the probable development of the limited-access highway system in the metropolitan area, residents in the secondary trade area will be brought considerably closer, in terms of travel time, to the downtown shopping facilities of East St. Louis. And since growth in this area may be more rapid than in the primary trade area, the secondary area may have an increasingly greater importance on, and offer a greater potential for, the future development of the Central Business District of East St. Louis.

#### Population

Current. It is currently estimated that approximately 232,000 persons live in the total trade area (Table 24). Of this total, 135,000 residents, or 58 per cent live in the primary trade area and 97,000 or 42 per cent live in the secondary area.

Although the population of the total trade area has increased by 51.0 per cent since 1940, the distribution of this increase has been uneven (Table 25). The three Townships in the primary trade area have increased from 24,000 persons in 1940 to 45,000 persons in 1960, a growth of almost 90 per cent. During this same twenty-year period, however, East St. Louis experienced a population increase of only 20 per cent. The secondary trade area increased almost 80 per cent from 1940 to 1960, and thereby increased its proportion of the total trade area from 35 to 42 per cent.

These shifts reflect the continuing population movement into the suburbs, a trend common to all metropolitan areas. This trend places the increasing purchasing power at greater and greater distances from the stores in the Central Business District.

Table 24

POPULATION OF THE EAST ST. LOUIS MARKET AREA  
1940, 1950, ESTIMATES FOR 1960, AND FORECASTS FOR  
1970 AND 1980  
EAST ST. LOUIS, ILLINOIS

	1940 <sup>1</sup>	1950 <sup>1</sup>	1960 <sup>2</sup>	1970 <sup>3</sup>	1980 <sup>3</sup>
Primary Trade Area	99,500	115,000	135,000	193,000	235,000
East St. Louis	75,600	82,300	90,000	97,500	105,000
Three Townships*	23,900	32,700	45,000	95,500	130,000
Secondary Trade Area**	54,100	69,800	97,000	165,000	235,000
Total Trade Area	153,600	184,800	232,000	358,000	470,000
-----					
St. Clair County	166,900	206,000	252,500	412,000 <sup>4</sup>	555,000 <sup>4</sup>

Sources: <sup>1</sup>U. S. Census of Population 1940, 1950

<sup>2</sup>Estimates by Candeub and Fleissig

<sup>3</sup>Forecasts made by Candeub & Fleissig based on County forecasts (footnote 4).

<sup>4</sup>Forecasts made by Marketers Research Service, Inc. See St. Louis Metropolitan Transportation Report, 1959

\*Includes Canteen, Centreville and Stites Townships

\*\*Includes St. Clair, Caseyville, Stookey and Sugar Loaf Townships, O'Fallon Village and Collinsville City (Madison County)



Table 25

COMPARATIVE POPULATION INCREASES OF EAST ST. LOUIS  
MARKET AREA, 1940-1950, ESTIMATE FOR 1950-1960  
AND PROJECTIONS FOR 1960-1970 AND 1970-1980  
EAST ST. LOUIS, ILLINOIS

	40-50	50-60	60-70	70-80	40-60	60-80
Primary Trade Area	15.6	17.4	43.0	21.8	35.7	74.0
East St. Louis	8.9	9.3	8.3	7.7	19.0	16.6
Three Townships	36.8	37.6	112.2	36.1	88.2	188.8
Secondary Trade Area	29.0	39.0	70.0	42.4	79.3	142.2
Total Trade Area	20.3	25.5	54.3	31.2	51.0	102.5
-----						
St. Clair County	23.3	22.6	63.2	34.7	51.2	119.8

Source: See Data and Footnotes of Table 24.

**Forecasts.** A continuation and an intensification of the population trends noted above are forecast for the next two decades. The total trade area population may increase to approximately 470,000 persons, about double the current estimate. The largest percentage increase in population growth may occur in the three townships in the primary trade area, where a population increase from 45,000 in 1960 to approximately 130,000 in 1980 is projected. Since East St. Louis may only increase by some 15,000 persons, 85 per cent of the population growth in the primary trade area will occur outside the city limits.

The population growth in the secondary trade area will be proportionately somewhat less than the increase estimated for the three townships. However, the increase will be such that by 1980 one-half -- or 235,000 persons -- of the total trade area residents may be living in the secondary trade area.

## Retail Sales

Total. The sale of retail merchandise has long been a significant element of the economic base of East St. Louis. Retail merchandise includes such items as food, apparel, home furnishings, automobiles, hardware, drug and other sundry commodities.

Retail sales in the City of East St. Louis increased from 85 million in 1948 to 116 million in 1958. Although this was a 36 per cent increase in the 10-year period, this growth in retail sales was less than occurred in either Belleville or St. Clair County during the same period.

Table 26

COMPARATIVE RETAIL SALES  
EAST ST. LOUIS AND SELECTED AREAS  
1948-1958

	Per Cent Change in Sales		
	1948-54	1954-58	1948-58
East St. Louis	36.0%	0.3%	36.3%
Belleville	48.3	5.2	56.1
St. Clair County	37.0	9.1	49.5
St. Louis, Missouri	20.3	6.5	28.1

Source: U. S. Censuses of Business, 1948, 1954, 1958

Source of Sales. Of the total sales recorded in 1958, approximately 84 million dollars or 72 per cent were derived from expenditures by residents of East St. Louis. The remaining 32 million or 28 per cent of the total recorded sales volumes was spent by people living in the trade market area outside the city limits. Of the total amount spent by residents of the trade area beyond the city limits, it is estimated that approximately 28 million or 85 per cent are sales to residents of the primary trade area and approximately 5 million or about 15 per cent are sales to residents in the secondary trade area.

Table 27

SALES AND ESTIMATED SALES PER CAPITA  
TO CITY AND TRADE AREA RESIDENTS  
EAST ST. LOUIS, ILLINOIS, 1958

	Sales Absolute (\$000's)	1958 %	Popula- tion 1960	Per Capita Sales
To City Residents	83,730	72	90,000 <sup>3</sup>	901 <sup>2</sup>
To Non-City Residents	(32,560)	(28)	(142,000)	-
in Primary Trade Area (85%) <sup>4</sup>	27,910	24	45,000 <sup>3</sup>	595
in Secondary Trade Area (15%) <sup>4</sup>	4,650	4	97,000 <sup>3</sup>	49
Total	116,290 <sup>1</sup>	100	-	-

<sup>1</sup>U. S. Census of Business, 1958

<sup>2</sup>Based on per capita expenditures for retail goods by residents of St. Clair County

<sup>3</sup>Estimate by Candeub and Fleissig

<sup>4</sup>Distribution of sales to Primary and Secondary Trade Areas of 85:15 based on economic analysis prepared by Larry Smith and Company for Shop City Inc.

Thus, the extent to which East St. Louis functions as a regional trade center is indicated by the estimate that of every dollar of retail sales recorded in East St. Louis, 25¢ was derived from sales to residents living in the trade area beyond the city limits. The importance of sales to these residents cannot be overemphasized.

Future Retail Sales. For purposes of estimating future retail sales several assumptions have been made.

-- Although retail sales remained stable between 1954 and 1958, it has been assumed that the increase in sales during the ten-year period (1948-58) is more indicative of the probable long-range trends.

-- Although shopping habits for individuals will change, these changes will offset one another so that overall shopping patterns which prevail today will not be significantly altered.

-- Income levels and per capita expenditures on retail goods will both remain unchanged.

The sales forecasts presented herein therefore are based solely on the projected increase of population in East St. Louis and the trade area.

These forecasts are undoubtedly conservative. They do not take into account either the general trends of rising income or the increases in per capita expenditures on retail goods. Nor do these forecasts take into account the development of the Interstate Highway System which will make the downtown area more accessible to a greater number of residents of the metropolitan area.

Finally, physical improvements within the Central Business District as proposed in this report should result in higher per capita spendings in the district by residents of the City and trade area.

Total retail sales in the City may increase from 116 million in 1958 to approximately 183 million by 1980, an increase of about 28 per cent in the 22-year period. This estimate, expressed in terms of 1958 dollars, is based solely upon population growth forecasts presented above.

Owing to the greater population anticipated beyond the city limits (Table 25), sales to non-city residents may increase at a faster rate than sales to city residents (Table 28) and may therefore become a significant proportion of total sales. By 1980, sales to residents of the primary trade area living beyond the city limits may increase from 24 per cent of the total retail sales in 1958 to 42 per cent by 1980. Conversely sales to city residents may decrease from 72 per cent of the total sales in 1958 to approximately half of the total 1980 retail sales.



Table 28

RETAIL SALES AND PER CENT DISTRIBUTION, 1958  
AND FORECASTS FOR 1970, 1980 AND PER CENT  
INCREASES 1958-70 AND 1970-80  
EAST ST. LOUIS, ILLINOIS

Sales to Residents of Trade Area	Sales (in \$ millions)			Per Cent Distribution of Sales			Per Cent Increase		
	1958	1970	1980	1958	1970	1980	58-70	70-80	58-80
Primary TA	112	145	172	96.0	94.7	93.8	29.6	18.9	54.0
East St. Louis	84	88	95	72.0	57.5	51.6	4.9	7.6	13.0
Three Twps.	28	57	77	24.0	37.2	42.2	103.6	36.1	177.1
Secondary TA	5	8	12	4.0	5.3	6.2	73.9	42.4	147.6
Total TA	116	153	183	100.0	100.0	100.0	31.4	20.2	57.8

Note: Details do not add to total due to rounding.

Source: 1958 Census of Business; 1970 and 1980 forecasts by Candeub and Fleissig.

### Employment

One indication of the importance of the Central Business District to the City at large is that approximately 6,000 persons are employed in the area. These workers are employed generally in one of three major employment categories -- retail trade, service trade or public and quasi-public organizations -- for which the Central Business District is a principal location. As will be noted below several specific kinds of enterprises are concentrated within the District.

Table 29

EMPLOYMENT IN THE CENTRAL BUSINESS DISTRICT  
EAST ST. LOUIS, ILLINOIS - 1959

	Employment		Units	
	Number	Per Cent	Number	Per Cent
Retail Trade	1,663	28.0	218	37.7
Service Trade	1,225	20.7	200	34.6
Finance, Insurance, Real Estate and Banks	607	10.2	81	14.0
Public and Quasi-Public	2,087	35.2	49	8.5
Other*	345	5.9	30	5.2
Total	5,927	100.0	578	100.0

\*Includes printing, warehouse, wholesale and general office.  
Source: Field Survey by City Plan Commission, 1959.

Retail Trade. Retail trade, which includes the business groups itemized in Table 30, accounts for about 30 per cent of the employment in the District. Enterprises selling retail goods which are generally purchased in a "downtown" store will tend to concentrate in the District. For example, about 79 per cent of the number employed throughout the City in General Merchandise stores are working within the Central Business District. Apparel, furniture and appliances, and automotive salesrooms are other retail business groups with a high proportion of total employment working in the Central Business District. Those retail businesses heavily represented in the District are also the major sources of retail employment in the District.

Stores serving the daily needs of families are usually located in local neighborhood shopping centers. Thus only 4.5 per cent of the number of persons employed throughout the City in food stores are working within the Central Business District.

Table 30

RETAIL TRADE EMPLOYMENT IN THE  
CENTRAL BUSINESS DISTRICT PER CENT  
DISTRIBUTION AND AS A PER CENT OF  
TOTAL CITY RETAIL TRADE EMPLOYMENT  
EAST ST. LOUIS, ILLINOIS, 1959

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	Per Cent Distribution	Employment in the CBD as % of Total City Retail Trade Employment
Food	3.4	4.5
Eating & Drinking	15.2	20.2
Gen. Merchandise	29.6	79.0
Apparel	15.6	57.0
Furniture & Appli.	8.2	96.2
Automotive	11.5	50.4
Gasoline	1.8	7.1
Lumber & Hardware	1.8	14.7
Drug Stores	4.2	29.3
Other Stores	8.7	20.3
Total	100.0	29.5

Source: Field Survey by City Plan Commission, 1959;  
and U. S. Census of Business, 1958.

Service Trade. Approximately 20 per cent of the workers in the Central Business District are employed in services of all kinds. Of the 1,225 persons employed in services, almost 80 per cent are in personal and business services which range from barber shops, beauty shops and repair shops to lawyers, doctors and other professionals offering services to individuals and business.

In common with auto sales and showrooms, auto repair services are concentrated within the Central Business District. Almost 75 per cent of the total number of auto repair workers in the City are working in the District.

Table 31

SERVICE EMPLOYMENT IN THE CENTRAL BUSINESS DISTRICT  
PER CENT DISTRIBUTION AND AS A PER CENT OF  
TOTAL CITY SERVICE TRADE EMPLOYMENT  
EAST ST. LOUIS, ILLINOIS, 1959

	Per Cent Distribution	Employment in the CBD as Per Cent of Total City Ser- vice Employment
Hotels	7.4	50.3
Personal and Business Svce.	78.3	82.2
Auto Repair	9.6	72.2
Entertainment	4.7	29.8
Total	100.0	71.8

Source: Field Survey by City Plan Commission, 1959, and U. S.  
Census of Business, 1954

Public and Quasi-Public. Over 1/3 of the total employed in the Central Business District were engaged by public and/or quasi-public organizations such as Federal, State and City offices, telephone, hospital, civic, philanthropic and educational associations, etc. The preponderance of this group testifies to the importance of East St. Louis as the principal public and quasi-public center in Southern Illinois.

Existing Land Use

The present land use pattern is summarized in Table 32 below. The significant characteristics of this pattern can best be noted when compared with the land use characteristics of the Central Business Districts of other cities.

The most significant characteristic of the District is the under-utilization of the land within the area. The fact that 15 per cent of the total land area is vacant reflects the present economic situation of the Central Business District.



Table 32

LAND USE DISTRIBUTION, CENTRAL BUSINESS DISTRICTS  
EAST ST. LOUIS AND SELECTED CITIES<sup>1</sup>

Land Use	E. St. Louis <sup>2</sup>		Rome	Trenton	San Jose	Poughkeepsie
	Acres	Per	N. Y.	N. J.	Calif.	N. Y.
		Cent	1959	1958	1959	1959
			(Per	Cent	Distribution)	
Commercial	36.6	19.6	15.9	17.0	14.7	26.5
Residential	20.0	10.6	32.0	17.4	31.7	10.9
Public and Semi-Public	12.9	7.0	7.9	13.1	11.1	7.3
Industrial	5.2	2.8	3.5	13.1	5.2	6.3
Off-Street Parking	24.7	13.2	-	6.2	4.5	19.0
Streets	58.5	31.3	39.0	29.8	31.0	27.0
Vacant	28.8	15.5	1.7	3.4	1.8	3.0
Total	186.7	100.0	100.0	100.0	100.0	100.0
City Population			51,000	137,000	170,000	41,000

Sources: <sup>1</sup>Central Business District studies by Candeub & Fleissig

<sup>2</sup>Land Use Survey by City Plan Commission, 1959

Commercial and Office Use. Commercial landuses include the various enterprises engaged in business, personal and auto services, general offices, as well as retail sales.

Historically, these activities have been centered on Collinsville Avenue from Broadway to Ohio Avenue, and to a lesser extent, for a few blocks along Broadway, Missouri, St. Louis and Illinois Avenues extending east of Collinsville Avenue.

A recent break in this pattern has occurred with the establishment of Sears at the intersection of 10th Street, State Street and Illinois Avenue. As a consequence, a second concentration of commercial enterprises have clustered in this area.

Commercial establishments occupy about 36 acres -- about 20 per cent of the land area of the District -- a higher proportion than prevails in several other cities. This high proportion results from the large amount of land in service uses, particularly auto services. As Table 33 illustrates about 13 acres or 1/3 of the commercial land area is in service use. Auto services occupy about one-half of the total service area.

Table 33

COMMERCIAL LAND USE DISTRIBUTION  
CENTRAL BUSINESS DISTRICT  
EAST ST. LOUIS, ILLINOIS, 1959

	<u>Acres</u>	<u>Per Cent</u>
General Retail	19.5	53.3
Auto & Gas Sales	3.7	10.6
Total Retail	(23.2)	(63.9)
Personal & Business	7.1	18.9
Auto Service	6.3	17.2
Total Service	<u>(13.4)</u>	<u>(36.1)</u>
Total Commercial	36.6	100.0

Source: Land Use Survey by City Plan  
Commission, 1959

Residential Use. A significant characteristic of the present land use pattern in the Central Business District is the low proportion of land in residential use. There are approximately 180 residential structures in the area, occupying about 20 acres or 10 per cent of the total land area. Some 55 of these structures are located in the Central City Urban Renewal Project Area, and are scheduled for demolition.

Public and Semi-Public Use. Public and semi-public uses include city, state and federal offices, community buildings, churches, hospitals, schools and parks. Although East St. Louis is the largest city in Southern Illinois, only 13 acres or about 7 per cent of the land area in the District is developed by these functions.

Three institutions comprise about half of the area developed by public and semi-public uses: 25 per cent by St. Mary's Hospital and 25 per cent by the Webster School and Annex and the Masonic Temple. About 15 per cent of the developed public and semi-public area is utilized by City functions including City Hall, the Police and Fire Stations and the Library.

Parking Use. In spite of the high proportion of land area in the Central Business District reserved for off-street parking, there are inadequate parking facilities in the District. This is due to the fact that residents of the East St. Louis area rely far more on the private automobile than on public transportation (buses) for the daily trip to work or to shop, etc.

The Central Business District survey revealed that approximately 3,000 automobiles were brought into the District by local employees each day. This is a ratio of about 1 car for each 2 workers.

Assuming all employees park their cars in an off-street space, these autos would take up about 20 acres of parking space, or about 80 per cent of the total parking area in the District. As a result, there is a need for additional parking facilities for shoppers coming into the Central Business District.

### Structural Analysis

Use. A survey of structures within the Central Business District reveals that over 60 per cent of the 626 structures are used for commercial purposes. Less than 30 per cent are residential units (Table 34).

Conditions. Although few of the 382 commercial structures are actually dilapidated, deterioration prevails in about 1/3 of the buildings. Except for the new structures around Sears, the commercial structures reflect their age, and are subject to an increasingly rapid deterioration. Few stores have been modernized and the general mien is uncondusive to the pleasant shopping experience expected by todays shoppers.

It is also indicated by the Field Survey that one out of every two residential structures in the Central Business District are dilapidated structures. These units constitute over 3/4 of the dilapidated structures in the District. Most of the residential units are located between 5th and 9th Streets, St. Louis and Illinois Avenues. This will permit a pointed attack on the problem of blight in the Central Business District, and may lead to the eventual removal of the residential units in the area.

Table 34

CONDITION OF STRUCTURES  
PER CENT DISTRIBUTION, CENTRAL BUSINESS DISTRICT  
EAST ST. LOUIS, ILLINOIS - 1959

Use	Number of Struc.	Per Cent	Condition		
			Aver.	Below Aver.	Dilapi- dated
Commercial	382	61.0	77.2	59.1	18.7
Retail	239	38.2	49.7	36.9	8.0
Service	143	22.8	27.5	22.2	10.7
Non-Commercial	244	39.0	22.8	40.0	81.3
Residential	179	28.6	12.0	27.8	76.8
Other	65	10.4	10.8	13.1	4.5
Total	626	100.0	100.0	100.0	100.0

Source: Field Survey by City Plan Commission, 1959



## Floor Area Analysis

Total Non-Residential Floor Area. Based on the 1959 survey there are approximately 2,061,000 square feet of floor area in the Central Business District devoted to non-residential uses. These uses are distributed in the following manner:

Table 35

### NON-RESIDENTIAL FLOOR AREA

#### CENTRAL BUSINESS DISTRICT

#### EAST ST. LOUIS, ILLINOIS - 1959

	<u>Absolute</u>	<u>Per Cent</u>
Retail	812,719	39.4
Services	657,504	31.9
Business	216,937	10.5
Personal	133,869	6.5
Banks, Finance, etc.	127,281	6.2
General Office	22,527	1.1
Automobile	63,090	3.1
Hotel and Entertainment	93,800	4.5
Public & Semi-Public	480,257	23.3
Industry	110,650	5.4
Total	2,061,130	100.0

Source: Field Survey by City Plan Commission,  
1959

Although retail uses make up the largest proportion, the importance of non-retail activities in the Central Business District is once again revealed. Almost one-third of the total floor area is devoted to services of all types. The combined floor area of business services -- lawyers, engineers, and other professionals, contractors and other business related services, and personal services -- repair shops, cleaners and beauty shops, etc., equals almost 25 per cent of the

total floor area. Financial, real estate and similar enterprises total about 6 per cent of the floor area. Public and semi-public uses, the largest source of employment in the District, constitute 23 per cent of the total floor area.

Although the function, scope, character and region served by the Central Business Districts of cities differ one from another, a comparison between the District of East St. Louis and other cities -- chosen at random for illustrative purposes -- confirms the essential character of this District. Significantly East St. Louis has a higher proportion of public and semi-public floor area than Trenton, New Jersey, even though the latter is a State capital. Except for San Jose, California, which has a high proportion of industrial floor area, East St. Louis has a slightly lower proportion of floor area devoted to retail uses. In common with Meriden, Connecticut, there is a low proportion of floor area in industrial and related uses.

Table 36

OCCUPIED NON-RESIDENTIAL FLOOR AREA DISTRIBUTION  
CENTRAL BUSINESS DISTRICTS  
EAST ST. LOUIS AND SELECTED CITIES

	East St. Louis Illinois 1959	Meriden Conn. 1958	Trenton N. J. 1958	San Jose Calif. 1959
Retail	39.4	43.5	40.1	34.3
Service & Office	31.9	36.2	20.6	33.2
Public & Semi-Public	23.3	13.7	19.3	16.0
Industrial	5.4	6.6	20.0	16.5
Total	100.0	100.0	100.0	100.0
City Population	89,000	49,900	137,000	170,000

Source: Field Survey by City Plan Commission, 1959  
Central Business District studies by Candeub & Fleissig

Retail Floor Area. Approximately 813,000 square feet of floor area or about 40 per cent of the total floor area in the Central Business District are devoted to retail uses. The specific uses and their relative distribution is noted in the following table.

The distribution of floor area between a Central Business District and other parts of the City will vary widely from one retail category to another. Some goods such as food and drugs, are usually purchased locally in a neighborhood store. Other commodities -- such as apparel, furniture and appliances and general merchandise, are generally purchased in a "downtown" store. This pattern will be reflected in the amount of floor area of any particular retail group which is concentrated in the District. Owing to the absence of city-wide floor area data this comparison cannot be undertaken.

However, by comparing the retail floor area distribution of the East St. Louis District with other cities (Table 37) some tentative conclusions can be reached regarding the effectiveness of the former as a "downtown" center.

Owing to the proximity of the St. Louis downtown area, the East St. Louis Central Business District is hard pressed to function as a full-fledged downtown regional shopping center. This is most evident in the low proportion of floor area relative to other cities devoted to general merchandise establishments -- which include department stores, dry goods stores and variety stores -- as well as to apparel stores.

It appears that for two items the District is serving effectively as a downtown center. These items -- automobiles and furniture -- which represent 15 per cent and 20 per cent of the District's total floor area are popularly associated with the East St. Louis District.

Sales and Floor Area Requirements. Studies of retail business operations indicate that on the average a sales performance of \$50 per square foot is required to profitably support a retail store. On the basis of future sales estimates and required sales per square foot of floor area, the City of East St. Louis could support an additional 1,400,000 square feet of new retail space between 1958 and 1980.

Table 37

RETAIL FLOOR AREA DISTRIBUTION  
CENTRAL BUSINESS DISTRICTS  
EAST ST. LOUIS AND SELECTED CITIES

	East St. Louis Illinois		Meriden Conn.	Rome N. Y.	San Jose Calif.	Poughkeepsie N. Y.
	Absolute	Per Cent	1958	1959	1959	1959
Food	55,955	6.8	5.7	3.6	3.9	6.9
Eating & Drinking	92,728	11.4	7.3	8.0	9.6	7.0
General Merchandise	74,150	9.1	20.8	28.4	24.1	28.7
Apparel	102,690	12.6	21.1	13.4	13.9	19.0
Furniture	168,700	20.8	21.9	21.3	16.7	19.8 <sup>1</sup>
Automotive	124,675	15.3	1.1)	3.6	11.3	6.7
Gasoline	40,250	5.1	5.1)		0.9	2.1
Lumber & Hardware	45,700	5.6	6.1	10.2	2.9	-
Drug	26,260	3.2	2.0	1.9	1.7	2.0
Other	81,611	10.1	8.9	9.6	15.0	7.8
Total	812,719	100.0	100.0	100.0	100.0	100.0
City Population		89,000	49,900	51,000	170,000	41,000

Sources: Field Survey by City Plan Commission; Central Business District studies by Candeb & Fleissig

<sup>1</sup>Includes hardware



Table 38

PROJECTED ADDITIONAL RETAIL FLOOR SPACE  
REQUIREMENTS FOR THE CITY AND THE  
CENTRAL BUSINESS DISTRICT  
EAST ST. LOUIS, ILLINOIS, 1958 - 1980

	East St. Louis Retail Sales Increase <sup>1</sup> (\$000's)	Cumulative Increase of New Square Footage Needed <sup>2</sup>	
		City-Wide	CBD <sup>3</sup>
1958-1970	40,063	801,260	480,800
1970-1980	30,716	614,320	368,600
1958-1980	70,779	1,415,580	849,400

<sup>1</sup>See Table 31

<sup>2</sup>Assuming sales of \$50 per sq. ft.

<sup>3</sup>Assuming 60 per cent

The proportion of this total new floor area that will be absorbed by the Central Business District will be determined by the success of the renewal efforts; the addition of amenities common to a regional shopping center; changes in shopping patterns; and the effectuation of the Central Business District Plan. Based on the assumption that 60 per cent of the new floor area will be located in the Central Business District, approximately 850,000 square feet -- or slightly more than double the present amount -- will be required in the District by 1980.

### Circulation

Street System. In the section of the Master Plan on Circulation it was noted that a funnel-like major street pattern has evolved in which the major roads tend to converge in the direction of the river crossings, which constitute the neck of the funnel. Before reaching this neck however, the heavy east-west and north-south traffic flows meet, criss-cross and separate in and around the Central Business District making this area the focal point of congestion within the City.

The criss-crossing of traffic movements is a major source of traffic congestion in the District. Heavy volumes of traffic not destined for the Central Business District must traverse the District for lack of existing by-pass or peripheral routes. Similarly local traffic evidences a criss-cross pattern owing to the scattering of land uses in the Central Business District as well as to the absence of a loop road around the District. Congestion is further accentuated by the competition for downtown street space by trucks, buses and automobiles.

Parking. There are approximately 5,280 parking spaces in the Central Business District of East St. Louis. Of this total about 3,820 or 75 per cent are off-street parking spaces.

Off-Street Spaces. As indicated in Table 39, more than half of the off-street parking lots are customer lots. These lots are reserved for the use of customers or employees of specific stores or buildings. These lots are generally located in close proximity to the stores along Collinsville Avenue or at the intersection of State and 10th Streets.

Since 1951 off-street spaces have more than doubled. Indicative of the ability of the new stores such as Sears and Krogers to provide their own parking areas, about 75 per cent of the 1951-59 off-street increase has been in the form of customer parking.

Curb Spaces. Curb parking has long been recognized as an inadequate means of meeting the major parking needs of the Central Business District. Cars entering or leaving curb spaces interfere with the smooth flow of traffic. Such spaces are increasingly needed for bus stops, as loading and unloading areas, as entrances to alleys or to off-street parking areas and for many specific functions. As is indicated in Table 40 about 1/2 of the maximum number of potential curb spaces are actually used for such purposes.

Within the Central Business District there are approximately 1,360 curb spaces. Of this total 610, or about 45 per cent are metered, most of which are located along Collinsville, Missouri and St. Louis Avenues.

Trends during the 1951-59 period reflect the experience of most cities. Total number of actual curb parking spaces have decreased owing to the increasing demands for the needs noted above. Metered parking has increased both absolutely and proportionately in response to the City's needs for additional revenue and its quest for greater control of the parking problem. In spite of this trend however, more than one-half of the useable curb spaces within the District are unrestricted areas.

Table 39

OFF-STREET PARKING SPACES			
CENTRAL BUSINESS DISTRICT			
<u>EAST ST. LOUIS, ILLINOIS, 1951, 1959</u>			
	<u>1959</u>	<u>1951</u>	<u>1951-59</u> <u>Increase</u>
Commercial	1,520	1,060	460
Customer	2,110	680	1,430
Private	<u>290</u>	<u>190</u>	<u>100</u>
Total	3,920	1,930	1,990

Source: Field Survey, City Plan Commission,  
1959

Table 40

CURB PARKING SPACES			
CENTRAL BUSINESS DISTRICT			
<u>EAST ST. LOUIS, ILLINOIS, 1951, 1959</u>			
	<u>1959</u>	<u>1951</u>	<u>1951-59</u> <u>Change</u>
Maximum Potential	2,650	2,650	-
Actual Utilized	1,360	1,470	-110
Restricted (Metered)	610	560	+ 50
1 hr.	480	430	+ 50
other	130	130	-
Unrestricted	750	910	-160

Source: Field Survey, City Plan Commission, 1959

Parking Adequacy. One indication of the relative adequacy of parking spaces in the Central Business District is determined by a comparison of parking area to commercial floor area. Assuming 300 square feet for each off-street parking space, and 200 square feet for each curb space, there are approximately 1,450,000 square feet reserved for parking usage.

Total commercial floor area (including all retail uses except auto and gasoline sales and all service uses less auto service, hotel and entertainment) totals approximately 1,150,000 square feet (Table 35). Relating the two areas, the existing parking area to floor area ratio of 1.3 to 1 indicates a need for more parking spaces.

Another index of the adequacy of present parking facilities is the number of spaces related to the population of the surrounding urban area. A tabulation made by the Bureau of Public Roads\* of parking studies conducted in 5 cities of 50,000 to 100,000 population, showed that the downtown areas of these cities had an average parking supply of 5,085 spaces, for an average of 64 spaces per thousand people. The 5,280 parking spaces in East St. Louis' Central Business District amounts to 60 spaces for every 1,000 city residents.

The Bureau recommended that an average of 826 additional spaces were required in the 5 cities surveyed. The need in East St. Louis is greater since the 60 spaces in the Central Business District relates to the city population and would be even less if related to the population residing in the broader urban area.

## LAND USE PLAN

### Introduction

The Central Business District Plan includes detailed recommendations for the future development of the District. These recommendations cover land use proposals including a centrally located civic center, parking area requirements, and minor changes in the existing street system. This plan presents a framework within which public action and private enterprise can operate in an efficient and coordinated fashion to East St. Louis' best advantage.

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\*U. S. Department of Commerce, Bureau of Public Roads, Parking Guide for Cities, 1956, Table 8, 9 and 18; pp. 18 and 26.



The success of this plan will depend upon the active cooperation of public and private agencies. Over the years the costs will be offset increasingly by the revenues that the City will derive from the development of a well-organized and well-integrated Central Business District.

The Central Business District Land Use Plan is designed to better serve the residents of the East Side of the Metropolitan Area of which East St. Louis is a part. Although commercial use will constitute the principal land use in the District, a civic center in the heart of the District will be a major focal point. The creation of additional parking areas properly related to other land uses, will add to the accessibility and attraction of this proposed Central Business District. The recommended land use distribution is as follows:

Table 41

PROPOSED LAND USE DISTRIBUTION  
CENTRAL BUSINESS DISTRICT  
EAST ST. LOUIS, ILLINOIS - 1980

<u>Land</u>	<u>Acres</u>	<u>Per Cent</u>
Commercial		
Retail	27	14.6
Office-Service	7	3.7
Retail-Office		
Service	8	4.4
Automotive Sales		
and Services	12	5.6
General Business	8	4.7
(Sub-Total)	(62)	(33.0)
Public & Semi-Public	23	12.6
Motel	6	3.0
Off-Street Parking	38	20.9
Streets	55	30.5
Total	184	100.0

### Commercial and Office Use

The underlying goal of the commercial land use plan is to encourage future commercial development to locate within the Central Business District, rather than scattering to areas east of Tenth Street. Concentration will permit one-stop shopping trips, maximize the utilization of off-street parking facilities, and will encourage more rational traffic patterns. The plan proposes therefore the development of commercial activities along Missouri, St. Louis and Illinois Avenues between Collinsville Avenue and Tenth Street.

Most of the existing stores on Collinsville Avenue derive the bulk of their trade from people who work or live nearby. Yet the Central Business District is at the heart of a large consumer market which has never been adequately served on the east side. Roads filter through the City carrying large volumes of traffic. Concerted efforts must be made to intercept and attract this trade potential, to exploit the City's strategic location, and to more fully realize its role as a regional retail center. One means of attaining this goal would be to induce a major department store to open a branch in the Central Business District. A branch department store and a full-range of auxiliary shops would dramatically stimulate the economy of the Central Business District and the City at large.

Approximately 62 acres are proposed for commercial land uses of all types. This represents a proposed increase of 26 acres or 67 per cent above the total of 36 acres presently used for such purposes.

Retail stores will continue to constitute the major portion of commercial activities. At present retail uses occupy approximately 23.2 acres of which 19.5 acres are for non-automotive purposes (Table 33). It has been estimated (Table 38) that approximately 850,000 square feet in additional floor area will be required for retail purposes during the 20-year period. If it is assumed that about 10 per cent of this increment will be required by auto and gasoline stores, then approximately 785,000 square feet will be utilized by other retail uses.

It is conservatively estimated that about 1/3 of this additional retail floor area or 260,000 square feet will be in two-story structures. Thus, about 525,000 square feet or 12 additional acres of land will be required for retail growth.

The land use plan sets aside 27 acres for retail (non-automotive) use, and 8 acres for retail, office and service use. Assuming the latter group are 2-story structures most if not all of the ground floor will be used for retail use. Therefore, about 35 acres of ground floor space -- 15 acres above current use -- will be available for retail (non-automotive) uses in the planning period.

Offices which would include business services such as finance, insurance or real estate firms, offices of lawyers, engineers, architects and the like, or administrative offices of large firms should be encouraged to locate within the area bounded by the two existing focal points. Offices will serve as an appropriate transitional land use between the heart of the Central Business District and the residential areas to the north. Furthermore, this land does not generate heavy traffic volumes such as are induced by retail stores. This is noted since Illinois Avenue will be carrying heavy traffic volumes moving to and from the Expressway.

The nature of land development in the future along most of St. Louis and Missouri Avenues within the Central Business District will depend largely upon the economic trends during the next two decades. For this reason this area has been planned for either retail, service or office development.

It has been noted previously that auto sales and services occupy some 10.0 acres or 28 per cent of the total commercial land area in the Central Business District (Table 33). It is proposed that the commercial land use plan include a concentrated area of auto service and auto sales establishments. This 12-acre auto center would be developed in the area generally bounded by 9th and 10th Streets, St. Louis and Missouri Avenues, part of which is already so developed. Locating the auto center adjacent to the heavy traffic flow along 9th and 10th Streets, places it in a very strategic location at the periphery of the Central Business District.

### Civic Center

One of the principal features of the Central Business District Plan is the proposed civic center. This new civic center would include the following buildings: the existing Federal Building and Post Office, the existing Masonic Temple, a new City Hall, a new Police and Fire Headquarters, a new library and a new State Building.

The Medical Center, consisting of an enlarged St. Mary's Hospital and a proposed Medical Professional Building located just south-east of the civic center would add to the impact of this area as a regional focal point.

The proposed civic center is located between -- and including -- the Masonic Temple and the Federal Building, and provides an important link between the Collinsville Avenue and 10th Street and State Street shopping areas. This new Center will create an extra drawing power of its own attracting residents of the City and the metropolitan area to the heart of the Central Business District. Although drawn to the civic center for official or business purposes, these citizens may also utilize the nearby commercial facilities, thus contributing additional purchasing power above that already provided by the shoppers themselves.

State. At present the State of Illinois rents office space in many buildings scattered throughout the Central Business District. Some of these offices which serve southern Illinois are the Veterans' Commission, the Vocational Rehabilitation Office, the Employment Service, the Department of Health, the Grain Inspector, the Department of Public Welfare, the Youth Commission and the Public Aid Commission. The State of Illinois should be encouraged to erect its own State Office Building in East St. Louis an integral part of the proposed civic center.

City. Owing to extensive remodeling of the new City Hall on Collinsville Avenue, the building can now very readily be utilized by private offices. Since this building is now or will soon be worth more than the cost of acquisition and renovation, a move by the municipal offices into a new building is feasible. This relocation could also be realized as part of a Central Business District Urban Renewal project.



At such time the City could build a new City Hall as part of a civic center. This building could house in addition to the municipal offices, other related functions such as the Board of Election Commissioners, the City Collection Agency, police magistrates, sheriffs' offices and the like.

The present location of the police and fire station on Main Street at the periphery of the Central Business District poorly serves the area. At such time as new quarters are warranted, a new police station should be constructed as part of the centrally located civic center in close proximity to the proposed City Hall.

The library is now situated at the periphery of the Central Business District on Illinois Avenue and 9th Street. This location, in the very near future, will be in great demand by the expanding retail enterprises just west of Sears. The relocation of the library to the heart of the Central Business District will provide a central location easily and equally accessible to office workers, governmental groups and shoppers. A building adjacent to the library is proposed to contain meeting rooms for civic functions.

Federal. The Federal Building on Missouri Avenue includes both the Post Office and other federal offices. Additional federal offices such as the Internal Revenue Service, the Veterans' Administration, and the Army Recruiting Service are located in other buildings in the Central Business District. In view of the probable expansion of both the Post Office itself and the many federal offices, the Federal Government may find it necessary to enlarge the existing building, or to construct a new office building. A new Federal Building should be included as part of the proposed civic center.

Other. In addition to Federal, State and City functions other public and semi-public institutions would be attracted to locate in the proposed civic center. Such organizations may include county offices, university offices, and philanthropic, welfare and civic agencies.

Public Square. The open space directly in front of the City Hall as illustrated on the Central Business District Plan map, can be developed as a civic plaza, and will be part of the park space providing an appropriate setting for various civic and cultural events. Due to the topographic conditions, a parking lot can be provided below the public square.

## Residential Uses

It is proposed that residential uses within the Central Business District be eliminated. It is the City's good fortune that there are only 125 residential structures in the District, most of which are concentrated in a few blocks. Future development -- whether private or public -- can be realized, therefore, with a minimum of the necessary tenant relocation.

## CIRCULATION PLAN

### Street Plan

As stated in an earlier section, the Circulation Plan is designed to provide direct and rapid access to, egress from and circulation within the Central Business District. Elements of the Circulation Plan which will meet those needs include:

- The limited-access highway system. At the heart of this system is the Interbridge Connector. As illustrated on the Central Business District Plan map, access to and egress from the District will be facilitated by the proposed additional ramps.
- One-Way Streets. It is proposed that 9th and 10th Streets continue to be utilized as a one-way street pair, providing ease of access to the southeast and northeast parts of the Central Business District.

The completion of the limited-access highway system will permit those vehicles whose origins or destinations are outside of the Central Business District to travel around the District. This will relieve the District of the major proportion of unnecessary through-traffic.

The proposed street changes are as follows:

- Elimination of 6th Street. It is proposed that 6th Street be closed within the Central Business District. This will permit the development of a large central Public Square as described in the Central Business District Land Use Plan. This will also permit the

closing of 6th Street running between the public housing project just to the north of the Central Business District. This will enhance the general quality of the housing development.

- Collinsville Avenue Mall. After the parking lots to the rear of the Collinsville Avenue stores are fully developed, parking for and servicing of these stores can be provided in the rear rather than from the Avenue. At such time, it is proposed that Collinsville Avenue, between Missouri and Illinois Avenues be closed to traffic (except for buses if so desired) and developed into an attractive mall, landscaped with trees, benches and plants. Local traffic and buses which might otherwise utilize Collinsville Avenue could be diverted to 5th Street.

### Parking Plan

Effective action to meet the parking needs of East St. Louis during the next 20 years can be accomplished only through a coordinated parking program. Scattered piecemeal efforts will probably result in a greater cost to the City and yet not solve the problem as well. An adequate number of convenient and well-operated parking areas is essential to the proper functioning of the Central Business District and to the City as a whole. Parking is a vital public facility and public responsibility although the provision of facilities may be accomplished through private or public action or a combination of the two.

Merchant Action. In many cities merchants affected by the parking problem have taken direct action to provide new parking facilities. This can be done informally by a voluntary association or by the formal establishment of a corporation which would then issue stock to be purchased by affected business men. In addition the merchants should undertake to encourage the improvement of existing privately owned lots; to promote the consolidation of adjacent lots into single units and to consider means for improving store interiors, facades, and rear entrances adjacent to parking lots. The merchants should also consider initiating a validation program similar to the "Park and Shop" system used in many cities throughout the United States where customers are reimbursed for parking charges.

Urban Renewal. It has been proposed that an urban renewal program within the Central Business District be given a high priority. The redevelopment of this area would provide an excellent opportunity to increase the number of parking spaces at a relatively low cost to the City.

New Parking Areas. To meet the future estimated parking needs, it is recommended that several parking areas be developed. It is estimated that approximately 6,300 off-street parking spaces can be made available in the Central Business District, by the lots indicated on the Central Business District Plan map. An additional 1,200 curb spaces would raise the total spaces available under the Plan for approximately 7,500 vehicles.

Table 42

PROPOSED PARKING PLAN, CENTRAL BUSINESS DISTRICT  
EAST ST. LOUIS, ILLINOIS - 1980

	Total Acres	Square Total	Feet Per Car	Total Cars
Off-Street				
Street level	38.0	1,656,700	300	5,522
Lower level	7.0	310,000	400	775
Sub-Total	45.0	1,966,700	-	6,297
On-Street	5.5	240,000	200	1,200
Total	50.5	2,306,700	-	7,497

The parking areas designated on the Central Business District Plan map represents the maximum land area proposed for such use. If additional parking spaces are required such spaces should be provided by building an additional level rather than by absorbing more land. The proposed parking strips are described below.



- West Side Parking Strip. It is proposed that several lots be developed to the rear of the stores located on both sides of Collinsville Avenue, between Broadway and Illinois Avenue. Owing to topographic conditions, several of the lots along 5th Street, including the Broadview Hotel lot, could be developed as a two-level structure with a minimum of extra cost.
- North Side Parking Strip. This parking strip is proposed to serve the stores and offices located on both Illinois and St. Louis Avenues, between 5th and 9th Streets. Additional spaces will be provided by the stores located at the intersection of 10th and State Streets.
- South Side Parking Strip. Planned as part of the Central City Urban Renewal area, this series of lots will parallel the North Side strip. Parking spaces in these lots will serve the hospital center, the Federal Building as well as the stores on Broadway and Missouri Avenue.
- Civic Center Lots. Two lots will serve the civic center area as well as nearby commercial enterprises. One lot at the rear of the proposed City Hall would be reserved for City employees. The second lot, double decked under the Public Square can be for public use.

# CENTRAL BUSINESS DISTRICT PLAN



- COMMERCIAL
- RETAIL/SERVICE
  - OFFICE
  - RETAIL/SERVICE/OFFICE
  - GENERAL BUSINESS
  - AUTOMOTIVE
- PUBLIC & SEMI-PUBLIC
- INDUSTRIAL
  - OFF-STREET PARKING
  - RESIDENTIAL
  - TRAFFIC FLOW



CITY OF EAST ST. LOUIS, ILLINOIS

PLANNING CONSULTANTS GANDLER & FLEISSIG SEPTEMBER, 1960

PLANNING CONSULTANTS

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